DOCUMENT RESUME

ED 087 372 HE 005 200

AUTHOR	Merrow, John, Comp.
TITLE	Viewpoints II: Contemporary Educational Issues. Reports of Educational Staff Seminar Programs 1973.
INSTITUTION	George Washington Univ., Washington, D.C. Inst. for Educational Leadership.
PUB DATE	73
NOTE	293p.
EDRS PRICE	MF-$0.65 HC-$9.87
DESCRIPTORS	*Early Childhood Education; *Educational Finance; Educational Technology; Educational Testing; Exceptional Child Education; *Governance; *Higher Education; *Post Secondary Education; Seminars

ABSTRACT

The activities of the Educational Staff Seminar of The George Washington University are described for 1973 in reference to schools and colleges, other learning communities, children, governments and governance, learning and books, and testing and technology. Chapter I discusses fraud in the schools, graduate and professional education, and vocational-technical education. Chapter II reviews Synanon, rehabilitation, prison education, informal education in Boston, and financing a nontraditional educational institution. Chapter III discusses early childhood development, gifted children, the education of the gifted and talented in Philadelphia, the federal role in the education of the handicapped, and education in institutions for the retarded. Chapter IV reviews school finance, alternative roles for the federal government in school finance reform, federal categorical programs, decentralization, federal-state relations and the federal role, discretionary funds, state legislatures, and black political power. Chapter V presents discussion with various authors. Chapter VI reviews cable television, testing programs, and technological advances. (MJM)

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VIEWPOINTS II:
CONTEMPORARY EDUCATIONAL ISSUES

1973

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VIEWPOINTS II:

CONTEMPORARY EDUCATIONAL ISSUES

Reports of Educational Staff Seminar Programs

1973

Compiled by John Merrow

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FOREWORD

Viewpoints II reflects the educational explorations of members of the Educational Staff Seminar during the past year. In this volume they share with us their observations and perceptions of the current educational scene. The broad range of topics illustrates the group's nonparochial approach toward education and demonstrates the complexities of the educational endeavor.

This monograph has much to offer to those concerned with educational change and improvement. Within these pages we benefit from their insights into, and reactions to, what they saw and heard; we learn about programs and policies and about the critical unanswered questions as well. This volume contains clues for educators in schools, for researchers in the field, and for legislators engaged in educational policy development.

The preparation for our nation's bicentennial brings to mind a statement made by Richard Hofstadter many years ago. "The United States was the only country in the world that began with perfection and aspired to progress." There are those today who question whether Americans still believe that "the future is what we make it." The members of the Educational Staff Seminar in their own style and manner demonstrate a strong commitment to educational change and to the conviction that the future can be better.

Norman Drachler

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Director
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INTRODUCTION

> "...the picture of reality that sifts to the top of our great organizations and our society is sometimes a dangerous mismatch with the real world".
>
> --John W. Gardner

During 1973, some 400 Federal professional aides, brought together by the Educational Staff Seminar, tried to overcome this mismatch by seeking to experience and to understand the "real world" of American education. Venturing out of Washington to the classrooms and grassroots operational levels of our educational system--or bringing that world to Washington through seminars and discussions--these ESS participants pursued their interests and professional needs in a wide-ranging array of some 60 ESS programs, as diverse as the various responsibilities of the Federal Government itself.

How else to describe a year's ESS activities that included the Fashion Institute of Technology, Harold Howe II, and a convicted murderer turned penal reformer? The other ESS activities were as varied and, from the reports and responses we've received, as stimulating. ESSers went to DeKalb County, Iowa City, Denver, Tougaloo and Israel*, among other places, and they heard from Christopher Jencks, Wilbur Cohen, and Carl Rogers, among others.

This volume, called VIEWPOINTS II after its predecessor, is our report on ESS activity in 1973, seen through the eyes of some of our participants. The book is organized into six chapters:

1) Schools and colleges; 2) Other learning communities; 3) Children; 4) Governments and governance; 5) Learning and books; and 6) Testing and technology.

Chapters 1 and 2 are the longest, because ESS spent more time experiencing various learning communities than it did hearing, for example, about books and technology. This emphasis reflects the concern of ESS participants for getting away from the rarified atmosphere of Washington and "going where the action is". Among the most unusual of the "other learning communities" is Synanon, which ESS visited twice in 1973. (If you missed these trips, reading the reports may persuade you to join us next time.) Chapter 4 includes reports on meetings with Frank Carlucci, Kenneth Keniston, the authors of Work in America, staff of the Rand Corporation, in addition to Jencks, Cohen and Rogers. Our chapter on Governments and governance covers such state and federal issues as school finance, state legislatures, state educational leadership and "New Federalism".

A word about the reports themselves: Each is written by an ESS participant, and ESS is careful not to alter the substance of any report, although some stylistic changes may be made. These reports are published for the benefit of ESS participants and others interested in educational issues generally and do not constitute an endorsement of particular educational policies or practices. The authors take full responsibility for their views and are identified by name at the end of each report.

In all, 1973 was a full, thought-provoking year; we hope VIEWPOINTS II reflects the excitement of our ESS learning community.

Samuel Halperin
Samuel Halperin
Director
Educational Staff Seminar

*The 1973 ESS study mission to Israel will be the subject of a separate report to be available from Educational Staff Seminar, Suite 620, 2000 L Street, N.W., Washington, D.C. 20036

A limited number of ESS reports on education in the USSR and in Japan are currently available from the ESS office.

Acknowledgements

Special thanks are due to Jonathan Brown and Samuel Halperin for editing many of these reports, to Sharon Enright for proofreading most of the volume, and to Arlene Mosier, Catherine Brawner, Patricia Jackson, and Judy Helmle for preparation of the manuscript. Dietra Rogers shepherded all of us through the entire project.

-- John Merrow

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EDUCATIONAL STAFF SEMINAR REPORT*

"FRAUD IN THE SCHOOLS"
A Seminar on
"Peter W. Doe vs. the San Francisco Unified School District, et. al."

March 9, 1973

The plaintiff is an 18-year old boy with normal ability and average grades and attendance throughout 13 years in the San Francisco Public Schools. He had never had special problems in school, and received a high-school diploma last year. Expressions of concern by his parents at his apparent reading difficulty were met with repeated assurances from school officials that he had no special problems. Soon after graduation, "Peter" was examined by private reading specialists who found that he was reading at the fifth-grade level. Since then, with the help of tutoring, he has made significant progress in raising his reading level.

Claiming that he suffered a loss of earning capacity because of a limited ability to read and write, and because he is unqualified for any employment other than the most demeaning, unskilled labor, Peter Doe seeks one million dollars in damages from the San Francisco Unified School District. His complaint lists nine separate legal grounds for the school district's liability including negligence, misrepresentation, breach of statutory duties, and constitutional deprivation of right to education. The complaint also alleges that the "acts and omissions" of the defendants have brought mental distress, pain and suffering to Peter Doe.

Stuart Sandow began the morning session with five issues in contemporary American education: (1) the problems arising in a remarkably successful educational system which tries to serve all children; (2) the non-linear cost problems of trying to serve all children; (3) the changing metaphors in education; (4) the shift in attitudes regarding school responsibility from responsibility for equal access to responsibility for results; and (5) evolution into a mature system which requires new types of management.

Susanne Martinez, the attorney for the plaintiff, described the growing use of the courts to affect the educational system in recent years. Cases have been heard concerning school integration, finance, and helping children with special needs. The Peter Doe case is different in its opportunity to focus on elements outside the system as well as the process of education itself. The system then also becomes accountable for the product it produces.

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* The reports of ESS activities are published for the benefit of ESS participants. These reports are for informational purposes only and do not constitute an endorsement of particular educational policies or practices.

Another difference in the Peter Doe case is that its thrust is not based on broad constitutional provisions, but on such traditional legal theories as negligence and torts. California State Law makes the schools liable for negligence. Suits have been successfully brought against teachers whose students suffered physical injury; although there is no physical harm in this case, damage is evident nonetheless. Tort liability has also expanded in concept. Peter Doe is fully in the line of such cases. The proof of negligence brought by the plaintiff and his tutors is that he has gained two grade levels through the 7 to 8 months of special work.

Ms. Martinez suggested that there may be a series of cases directed at various forms of "cause and relief" in education, with the judicial system called upon by the "Peter Does" of America to whom the schools have not provided the rights to an adequate education.

Questions: What did Peter Doe's diploma say about his achievement? The diploma says that he graduated from the San Francisco Schools. But the plaintiff extends his thinking to what a high-school diploma "says" in our society about occupational fields open and standards of achievement which people assume for it.

Don't you have to prove that the plaintiff can be helped? Would helping him affect the damages you claim? We have proved that he is educable. We are showing that he was really harmed by the schools. He can be helped to higher levels of proficiency because that is already happening.

Can't the district respond that private tutoring is a resource it cannot provide? Tutoring is necessary for rapid improvement in a short period of time. We claim that the school district did not make decisions to use the resources it has, such as remedial reading instructions, in order to help him. Information about his problem was available, but was not used to organize the district's resources for him.

What are some of the specific "acts and omissions" of the defendant district which appear in the complaint? When Peter Doe was in the 11th Grade, tests showed that he was reading at the fifth-grade level. His teacher gave him a textbook at the junior-college level. When his parents complained, the teacher insisted that she "liked the material" and Peter had to continue with that text. When he was in the 10th grade, Peter's mother talked with his counselor, a vocational education teacher. The counselor could not specify his reading level, but agreed to test him. Within a week, the counselor reported Peter's reading as "average." The test consisted of Peter's reading a passage to the counselor, who then made a judgment that he was not qualified to make.

Does the school system's charter refer to responsibility for achievement levels? The California Code requires the State Board of Education to set up minimum standards of proficiency for graduation. This has been done in the past, specifying an 8th grade level of proficiency in reading. The statute has recently been amended after our complaint was filed to specify that an 8th grade level of proficiency is not mandatory. The amendment may be related to embarrassment at public disclosure that an 8th grade level was the only mandatory standard.

How did the law suit come about? Peter Doe's mother was the prime mover. She had accepted the school system's reports that her son was average in proficiency. She had him tested after graduation; the results which placed him at the 5th grade level induced her to see an attorney who filed the private damage claim and sent her to our office. Our claim is against the San Francisco Unified School District, its Board of Education, its Superintendent of Schools, the State Department of Education, its Board of Education and the State Superintendent of Public Instruction. We also name 100 defendants in the Department of Education, alleged to be agents or employees of the public agencies.

Have you considered educational outcomes other than the test results? How about writing ability, motivation, problem-solving ability and other indicators of achievement? We are concerned about those matters, and our case will be difficult because of its emphasis on reading-level scores. But this is a legitimate basis for focusing on those scores. Peter Doe is a "functional illiterate"; he could not read the complaint we filed, which he is required to read and sign. Once he was in an auto accident and could not fill out the necessary forms by himself. He cannot read a job application. He never read an entire book while he was in school.

Has he failed to get a job since leaving school? He has very low motivation. He has washed dishes and moved furniture, but he feels that he can't do a job that requires reading.

What about his motivation to learn at all? Peter Doe is not from a typical ghetto situation. His mother is a college graduate. He did not have attendance or discipline problems. Since leaving school, he has had to make a particular effort to become a student again in order to learn to read.

Aren't you making assumptions about the relationships between grade-level scores in reading and the functional ability to perform certain tasks? Yes, We believe that there is such a relationship. At the trial, we will have to establish more clearly what damages to Peter Doe, in terms of functional ability, have resulted from his grade-level achievement in reading.

Aren't you concerned about using the courts to resolve issues that expert educators cannot themselves agree upon? We believe that the courts can and should deal with these issues. They will have assistance from experts in education. The courts deal with cases of malpractice in other professional fields; they can and should do so in education. Our office will draw on educational expertise, and there will be a lengthy pre-trial series of depositions and testimony from professional educators.

Frederick McDonald, Director, Division of Educational Studies at the Educational Testing Service (ETS), then spoke about an "accountability system" which ETS is designing for New York City.

A law rests on a model of actions which it prescribes. What is the model implied here? If a teacher or school does "X", it will have consequences "Y" on a child. What is the strength of correlation between a teacher's or a school's actions and the effect on the child? Consequences in the California case are defined in terms of reading scores.

There are three conditions for causality, i.e., a direct connection between a teacher's action and their effect on a child:
1) If teacher does "X" and only if teacher does "X", then consequence "Y" results;
2) Other factors do not affect this;
3) All factors making the actions of the teacher or school effective must, in fact, be under their control.

What is acceptable evidence that consequence "Y" is actually occurring? The problem of measurement comes up again -- how do you know that the consequence has taken place?

In judging responsibility for effects, an accountability model based on individual test scores means using technically weak evidence. Group scores are more reliable. ETS uses more scores of schools rather than mean scores of classes or of individuals, as evidence of effect.

Only in limited cases can we show a direct causality between a teacher's action and the effect on a student. The school level is better for demonstrating causality. The teacher may wish to take action but needs authorization often from the School Board. The ETS system involves the total system because of difficulty in differentiating among casual agents and effects on students.

If you can specify the causal agent, can you determine that the agent has full authority to take the necessary action? Does he know what has to be done? The conclusion is that the school system is accountable for knowledge of what can be done under the best "state-of-the-art" knowledge, and for using that knowledge.

In our model, each school is accountable for producing its own corrective plan for the deficiencies there. It is accountable for: 1) stating specific goals; 2) specifying a plan to meet those goals; 3) monitoring the implementation of that plan, based on the best available information; 4) modifying the plan as needed to best meet the goals.

Schools are accountable for both product and process. If we knew what the best process was to get the product, the school could be held accountable for using the best information available and for acting as intelligently as possible to meet its objectives.

What consequence "Y" is a school accountable for? "Y" should be that consequence which has the greatest effect on other domains of living -- those areas most important, in a social-political scene -- for the student.

In the ETS model, we are measuring effect and establishing relations between causal actions and measured effects. Thus, ETS wants New York City to move as quickly as possible to use criterion-referenced tests. How do you describe deficiency in discussing consequence "Y" -- the measured effect? Can you say that the home is the major effect on "Y" rather than the school, and thus that the school is not accountable?

ETS proposes an analysis based on regression analysis. We regress scores by grades and get mean scores for schools. We get a chart identifying mean reading scores by grades and by schools. Regardless of socio-economic factors, certain schools were at the same "Time 1" and yet some schools were more effective over time than others.
A Student or School Development Index then identifies schools that must produce a corrective action plan. There must also be a floor of performance below which a school must not be allowed to remain.
ETS uses the following considerations:

a) What percentage of students fall below minimum standards? There must be a corrective plan for those students.

b) If you don't have such students below minimum standards, but the school is not doing as well as other similar schools, there must also be a corrective action plan. If a school is below the regression line, it must take corrective action.

ETS is also gathering information on characteristics of schools above and below the regression line.

A school making a Corrective Action Plan must prepare two budgets: a) with more money than now; b) with the same money as now. These budgets and plans go to the District and to the School Board, which must then act to provide resources for implementing the corrective plan.

The District is thus accountable for:
1) identifying discrepancies
2) preparing a corrective plan;
3) implementing the corrective plan.

Questions: What are you doing about turnover rate and scores? We are sensitive to this but don't have an answer yet on how to compensate for this.

Are there any penalties in the accountability plan? None yet. We can't penalize anyone if the effects don't occur. We can if there is no attempt to correct a situation in which effects don't occur.

Are you still using standardized tests? Yes, it is better to use them to get people used to thinking in terms of quantified outputs. As I said earlier, we want New York to move to criterion-referenced tests.

What about changes in the socio-economic status of the school's neighborhood? We will try to include this in the analysis. The practical effect is that causality must be seen as "weak" or "inadequate" rather than "strong". But maintain that causality does still exist and that the schools must act on the basis of differences in test results.

Can you hold schools liable if the results are bad but the schools can demonstrate that they have indeed tried to improve the results? We feel that if the system mobilizes because of emphasis on test results, this is a good result of the accountability system. I don't see how you can sue me if every child doesn't know how to read if I can show that I am doing my best to teach each child to read. Remember also that our accountability system is meant to improve the educational system rather than resolve legal issues of liability.

What about incentive approaches? You can then study what schools do to improve educational programs. An incentive system may be appropriate at some sites. In New York, it would not seem appropriate.

While looking at faculties, programs, and facilities as parts of the process, do you look at expectations and other systemic processes derivin from expectations? We should be looking at expectations, even though we may not have precise methods for measuring them or we may not find this politically desirable. The technology of measurement here is inadequate. We have long lists of factors in these categories; we would like to utilize them in relation to learning consequences. Our model is not at the level of classroom interactions and methodologies. Right now the school system is like a Byzantine Palace -- nobody knows what is going on. We're saying that an effort must be made to find out and to improve what is going on.

Haskell C. Freedman, Judge of the Probate Court, Middlesex County, Massachusetts, spoke as a lawyer for the defendants in the Peter Doe case (although he is not directly involved with the case). He emphasized that this is a court case and, as such, the principles of law must govern here and legal vocabulary must be used.

Legal accountability assumes a legal responsibility recognized by law and whose breach involves sanctions and damages. Educational responsibility is not the same. The case is based on educational accountability -- legally there is no case. The attempt to prove legal accountability is an attempt to use teachers as "educational scapegoats."

In the "state-of-the-art" it is premature to hold teachers legally or educationally accountable. Teachers do not have any appreciable voice in the governing of their profession (such as licensing, hiring or firing). They have too little or no control over the factors that influence the outcome of their profession.

It appears that the complaint is based on tort. It will not prevail. All causes alleged by the plaintiff are based on the claim that the defendants are liable to the plaintiff. The Constitution provides equal educational opportunity, not equal educational success. Education is the responsibility of the State. I expect that California does not guarantee a "successful" education.

The first line of defense will be that the defendant is not liable to the plaintiff and that there has been no tort. The defendant will present a "demurrer" petition which should lead to dismissal of the charges. If a trial is held, nonetheless, the defendant's second line of defense will be based on the following arguments:

1) Too long a period has passed before relief was requested. (The doctrine of laches)
2) Only the Board of Education should be cited, if at all, because the teachers were not in a position to be liable to the plaintiff. They have long been held to be agents not officers of the state.
3) The California Code has not been violated.
4) The charges are vague. Legal responsibility and the penalty for failure are not clear.
5) The schools alone cannot be held responsible. The intelligence, ability and habits of students are determined early in life to a large extent. Teachers have little or no control over many factors influencing achievement.
6) Schools as such may not make a difference in achievement outcome. This is an issue, not a fact.
7) Contributory negligence may exist. It may be that the plaintiff or his family contributed to the deficiency.
8) Sovereign immunity may be claimed. The state cannot be sued without its consent. This may be especially important in view of the implications if the plaintiff is successful.
9) Separation of powers applies. The judiciary will not interfere in an educational-political-social matter.

To sum up, this is a matter that does not belong in the courts. If the demurrer petition is not successful in keeping it from the courts, however, any or all of the second lines of defense will protect the defendant. This matter belongs in the State legislature as they are responsible for the educational systems which we have.

Regarding the "malpractice" aspect, there is no similarity here with the "one-to-one" relationship of a doctor-patient or lawyer-client type. When students fail to learn, neither the schools, publisher or parents are legally responsible. In Iowa, a teacher with 10 years experience was fired because of low standarized test scores of her students. The courts reversed the decision on the grounds that the teacher could not be judged on the basis of test scores alone. We should also remember that the State, rather than educational leadership, is responsible for access to education. If we want the educational leadership to be responsible for educational outcomes, that leadership must have responsibility and authority for access to education, and we have the power to exclude children from the schools to determine which schools shall exist and to decide which schools will have which children.

Questions: Does the doctrine of res ipso loquitur apply here? No. The defendants are not in sole, absolute control of the situation that caused the injury to the plaintiff. I don't question that Peter Doe has indeed been hurt, that he has had a "raw deal" from the schools. But, legally, that is not the point at issue here.

How could redress be sought in the State legislature? There is need for money to implement the necessary educational programs. The money should be sought from the legislature. Legal solutions in this case are not reasonable. The State cannot politically allow itself to be sued in this case because losing would have too many consequences, financially and politically, which it cannot accept.

If we were not dealing with the claim of negligence and the claim of money damages, how do you feel about the case? My purpose is to defend the teachers and that is the approach to use. The arguments I have used are the result of that strategy.

Thomas F. Green, Director of the Educational Policy Research Center, noted that this case could not have come up with the same force of persuasiveness sixty years ago. Why not? Success brings problems. We have had a period of great growth in the educational system; it is now mature. We have developed an educational system in response to problems and issues that may no longer exist. Many of the goals of the system have been reached, and we are looking for new ones. As a result:

1) What constitutes an educational benefit will be redefined.

2) There is a transformation in the relationship between what is gained in completing education and what is lost by not completing it. You will have relatively less vis-a-vis others by completing high school, but you will lose much more by not completing high school. We have fewer and fewer drop-outs now, but we focus on it because with a higher percentage of the population attending high school (completing it) the person who does not complete high school has a significant disadvantage in the job market.

3) There is a change in the definition of equal educational opportunity. Once, it meant providing schools and services equally for all. The emphasis has changed to equal services, then to equal results, and it could go to equal life experiences after school is completed. We are moving from equal access to equal results.

4) There is an emphasis on credentials today. It may be more important to have a credential than to have skills without the credential. There are other considerations which are pertinent to this case:

(a) Kids go to school for reasons other than legal compulsion. If you remove the compulsion, they would continue to attend.

(b) Some people lose out in any system. Some are treated badly in any system. The issue here is minimal reading levels, which we can ascertain.

(c) Accountability won't be around long as an issue.

(d) There seems to be a certain "intractability about distributions of achievement. This case implies an absolute floor below which the distribution must not go. It also implies that we have technology and the techniques to insure that no child will fall below that level. Given the persistence of achievement distributions, the existence of the floor itself may not mean that those at the floor will still be as badly off socially as they were at a lower floor level. Setting the floor is not the answer to the social problems posed by the distribution of achievement.

Questions: ESEA Title I had a strong remedial thrust within the existing system. Was this not an option of creating an alternative system for reaching the desired results? The remediation thrust had two assumptions: a) there were achievement levels that all students could reach, and b) it was desirable to reach those achievement levels because of social and economic benefits that would result. If the latter assumption was not true or is no longer true, we must re-examine the significance of policy based on the first assumption. Does it matter if each student reaches certain "floor" levels of achievement if there is no consequent benefit of a social or economic nature?

Can't one assume, as the job market requires more sophisticated skills, that the educational achievement distribution must move upwards accordingly. If so, the real danger is that the lower quartile of any achievement group could not do the jobs of lower skill range requirements in the job market. That is certainly a problem. The system is then no longer functional in that people are leaving it are not equipped at all for the job market. There is still a question whether the school system alone is responsible for providing those skills. In earlier times, necessary skills were learned outside of school in the community. Cases like Peter Doe force us to re-examine the process by which we seek to balance skills and jobs, resources and requirements. Today's required skills are not necessarily more "sophisticated" than those required a century ago. Mere schooling is the answer to providing whatever skills are required. The skills required today are indeed different, but not necessarily more "sophisticated."

Perhaps a key issue in this case is an attempt to provide recourse against injustices or inequities in the educational system. What recourse has a student had before, and what redress against incompetence, stupidity and laziness? Remember the teacher who insisted that Peter Doe use a text which he could not read because the teacher liked the text? There must be recourse against such obvious stupidity within the system.

Would you favor paying students as an incentive to finish school in fewer years? You don't have to. Just look at the absentee rates in school. Especially in the 11th and 12th grades. Kids are "finishing" school in fewer years, whether we encourage it or not. An option might be to insure a number of years of education at public expense, then a child who completes secondary-school requirements earlier could apply those "years of subsidized education" to additional educational opportunities.

Summary Session

Harry Hogan, Director of Governmental Relations at Catholic University, summarized the conference's main points. We are dealing with the problem of making change in education through administrative methods or the courts. Since the Brown decision, the courts have been widely used. But Frederick McDonald showed us how an attempt is being made in New York City to use administrative means.

Solving the problem of accountability by administrative means leads quickly to ambiguous areas of testing and measurements. The record suggests that each agent would develop standards and impose them upon himself and strive to meet them. It becomes all the more difficult to identify a single agent against whom to seek recourse. There is concern with process and re-examination. There is no absolute knowledge. We can change our goals to fit new needs.

Solving the problem by legal means involves a definition of the product and of the agent responsible for that product. This approach has given us desegregation and school tracking decisions, and decisions in regard to equality of expenditures. Grounds for the complaint are sought here in common and tort law as in Peter Doe. If Peter Doe wins, the result will be that lawyers for school systems will make administrative changes in the system to protect the system from those grounds for complaint. The educational system is likely to change very little. It will bolster those legal defenses which Judge Freedman referred to earlier. The attempt will be made to prevent liability under statutes and regulations, rather than to affect the causal situation. Also, Peter Doe and his family are likely to be involved in contributory negligence aspects of the case, and misrepresentation of the facts because of their awareness that he had a reading problem.

If the "causal" case cannot be made, Peter Doe will be forced back to the Constitutional issues of due process and equal educational opportunity.

There is a possible socially undesirable result if Peter Doe wins. He is asking for one million dollars, not for a level of reading standards. This route to financial success is a possible socially undesirable result because it would involve a large sum of money being diverted from educational purposes to compensate the individual. School costs would then either be met by reallocation of resources, or by lessening of efforts. These factors must all be weighed by the judge in the case. The judiciary would be acting broadly in an area which has traditionally been the responsibility of State legislatures and of the parents themselves.

The legal approach is likely to be tested out over the next several years. There will be a period of "probing" as some courts accept this responsibility for defining minimum levels of outputs from the school and as other courts reject it. But we must remember that the legal approach requires establishment of causal relationships and raises the issue of contributory negligence.

The legal approach offers some possibility for change but is difficult to handle and contain real changes within it.

Questions: Can there be an amalgamation of the two approaches? Can we combine a legal suit with administrative change? Or can one have a class action suit directed at determining what administrative responsibilities for implementation of a large school system would be. The court could order the system to experiment with and introduce new methods to achieve results with a class of children.

That could be helpful, certainly more [illegible] than directing action against an agent as the sole responsible party with sole influence over the desired results.

Speculations on Implications

The implications of a victory in the courts for Peter W. Doe are nothing short of mind-boggling. One possible result was suggested by Ms. Martinez's comment that there has been great interest in the case among attorneys who are contemplating similar actions in the courts. It is likely that there will be similar cases within the next few months, again challenging the end product of the school -- defined as grade-level achievement or functional mastery level in reading and, possibly, in mathematics. Ms. Martinez feels that a victory will establish the duty of the school system to carry out certain responsibilities and to produce certain results with students. If she is right, then an optimistic view would expect a better educational system, process and product, for students. A less optimistic view would expect the schools to focus attention on test scores and allocation resources for improving test scores only. Teachers would teach to the test or, indeed, teach the test whenever possible, in order to get good results. The result could be a system "locked in" to a very narrow approach to assessing what its schools do, what its students do, and what the purpose of the entire system should be.

Another implication of a victory for the plaintiff in Peter Doe was suggested by Judge Freedman. If a student can sue the schools on these grounds, the teachers or school board could just as easily sue the child's parents because the child is kept out of school, or is a behavior problem (late hours, drinking, divorce, etc.), which in turn has kept the student from attending properly to his work. Indeed, if parents are responsible for assisting in the child's education or, at least for not hindering it, a broad view of children's rights implies that a child could sue his parents if his education proves to be inadequate.

At any rate, a victory for the plaintiff would provide a definition of legal accountability in education. There could quickly be many complaints in the courts from parents whose children are currently defined as "underachievers" or "educationally disadvantaged." In States which now provide legal protection for teachers and school board members against successful suits for damages, the taxpayer may then expect to pay higher bills for education. States that do not provide such protection will find it difficult to recruit teachers and board members. The only immediate beneficiary is likely to be the legal profession, with a booming number of cases to handle.

A third series of implications foresee little or no change in the educational system, but rather a series of modifications in the statutes and regulations under which the system operates. It would become increasingly difficult or impossible to fix legal accountability under the definition established by Peter Doe, while the system would continue to operate as it has in the past.

Finally, of great concern to educators, must be the continuing -- if not indeed expanding -- tendency for major educational issues to appear in (and to be resolved in) the halls of the judiciary. Although it is true that educational expertise is sought by the plaintiff, by the defendants, and by the court itself, the fact remains that the court plays a large (if not decisive) role in setting educational policy in those areas where it chooses to do so. In some major instances -- such as school desegregation -- one could argue that the issues reached the courts before educational policymakers were fully aware of what was coming and before they had fully investigated alternative courses of action, their implications and possible effects. Despite Sandow's "early warning" of 1970, the same process seems to have been at work in Peter Doe.

The ETS model for an accountability system leaves the definition of the educational process to the schools themselves, with the "corrective action plan" as the mechanism for redefining the process that has led to an inadequate result in terms of students or the school as a unit. Peter Doe, if the plaintiff wins, hints strongly at possible definitions of the educational process by the courts. We can conjecture on a series of court decisions finding the educational outcome of a given school system to be unsatisfactory and providing directives of increasing provision and restriction on what schools try to do and how they improve their action.

Another fact to consider is the impact of the findings which an accountability system such as the ETS model for New York City might have in the courts. Would information on overall school outcomes be considered in deciding the complaint of a single student, or groups of students at single or similar schools? Would a school's "Corrective Action Plan" be accepted as evidence that a "reasonable" attempt had been made to meet student needs, and that the school system, or the school, or individuals in the system could not and should not be held accountable beyond this?

The resolution of these and related issues may not be long in coming. The Supreme Court has recently rejected the constitutional challenge to the traditional system of using local property tax system as the basis for financing public school systems in a state. The Court's position that education is not a fundamental constitutional right will affect the arguments in Peter Doe, even though that case's constitutional aspects are based on California Law. In the meantime, the lower courts and the consultants are both pressing the system to move with increasing rapidity from a still unachieved equality of access to education, towards a still undefined equality of results from education.

--Reported by Edward B. Glassman
(67 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"FOUR BLACK COLLEGES IN MISSISSIPPI"

October 18-19, 1973

Since ESS made its first field trip to some of the nation's predominantly Black Colleges four years ago, ESS participants have shown continuing interest in these institutions. This fall ESS visited 4 Black institutions in Mississippi---2 state-supported colleges, a privately-endowed college, and a junior college. The 40 participants were representative of a broad cross-section to the Federal education establishment: the Congress (House Labor and Education Committee and the Black Caucus), HEW (Office of Education, National Institute of Education, Office of the Assistant Secretary for Education), and the National Science Foundation.

What follows are the thoughtful and often provocative reports of two of the participants, Ella Johnston and Gregory Fusco.

* * *

DAY ONE: Utica Junior College and Alcorn Agricultural and Mechanical College

Utica Junior College:

Located some twenty-five miles south of Jackson, Utica Junior College has a student population of 840, most of whom commute daily. The college provides training in the traditional liberal arts, as well as in the vocational areas: Business and Business Administration, Beauty Culture and Barbering, Auto Mechanics, Body and Fender Work, and Machine Shop. Situated in Hinds County, it sits astride two counties and services a two-to three county area. Most students are served by the college's own bus service.

The college attempts to provide for the comprehensive needs of its students through intense counseling of freshman students during the first month of matriculation. This counseling covers such topics as health, drugs, venereal diseases, and "how to study". A great deal of emphasis is on preparing the student for self-direction upon exit from the college. Exposure to the world of work and opportunities which are available are therefore integral to this initial orientation program.

Though a public junior college, there are virtually no non-Black students at the college. This, we were told by Acting President Kinnard, is because the counselors at the local high schools thwart the efforts of Black recruiters by not allowing white students to attend the recruiting sessions.

The college has a sophisticated dial-access, computer-assisted learning skills center which allows a student to dial any number of tapes from a library carrel at any time of the day. The college anticipates that it will be linked with closed-circuit television which will increase the center's capacity to provide instructional materials for individual study.

The college sits on the site of a former high school for Black students. After the junior college was established, it shared facilities with the high school until its own physical plant was operative. Now the junior college and high school plants are contiguous (about 1500 population), although I got the impression that the junior college would like to be disassociated from the high school.

The college has problems: some appear readily solvable, others not. The first appears to be that of the pressure of the accrediting agencies. The college is trying both to upgrade the certification of its own faculty and recruit highly certificated personnel. This was evidenced by the fact that the present President was on educational leave, studying for the doctorate at New York University.

The other problem is that of expansion. The college would like to increase the capability of its adult basic education program, now operating in community centers throughout the county. Present funding does not allow the college to do the type of effective outreach and training that it would prefer.

It would also like to conduct follow-ups of its students. It feels that it has been doing a good job in preparing students for employment but does not have the money and/or staff to do the kind of follow-up which would allow it to develop "hard" data about the effectiveness of its programs. This is related to the concerns of the Vocational Technical Division of the college that even though it has a drop-out rate higher than it would like, its students are still finding employment.

The Vocational and Technical Division is sensitive about its image at a time when there is much talk about Career Education, according to the director. The state is presently undergoing a tremendous growth and there are a variety of jobs available to Blacks which were not available before. A good deal of industry is also coming to the state. In certain areas, automotive trades, for example, students who recently came from poor farm families can earn at least $6-7 per hour. A good body and fender person can become an apprentice in most large automotive centers due to under-supply of skilled labor. Hence, that program has a high drop-out rate, which usually comes four months prior to graduation. The director reasons that the student feels that he/she has mastered the basic skills and is eager to earn money, so he/she leaves. A follow-up study would test the director's hypothesis.

There is also the concern about the construction trades unions, which are reluctant to accept any graduate in a position above apprentice. The unions are powerful factors in the credentialling of such programs in colleges and trade schools, and their stranglehold doesn't seem likely to be broken in the immediate future.

Finally, there is the problem of stability and continuity in the college's administration. The past president, Dr. Washington, left to become President of Alcorn A & M, the oldest predominantly Black land-grant college in the United States. It is this participant's opinion that the head of the Vocational-Technical Division will probably be the next one to be recruited away.

Utica is serving the immediate educational needs of a substantial segment of the Black community in the rural districts, just within commuting distance of Jackson, the capital and largest city. Though some graduates aspire to further education, most want the blue-collar and low-level white collar jobs which are now available to the Black population. While unable to document its success in providing career entry for its graduates, the college has gained a promising reputation for its ability to attract competent leadership among its faculty and staff.

Its future, then, seems dependent on its ability to continue attracting high level personnel and to document the correlation between the educational and training experiences which it makes available to its students and their ability to enter the world of work successfully.

Alcorn Agricultural and Mechanical College:

Alcorn, which seems to be seven miles from nowhere, is a thriving academic community. $14 million in capital construction is underway, and another $4 million in construction is in the planning stage for 1974-75.

Alcorn is the oldest predominantly Black land grant college in the United States and is steeped in both American and Black American history. Originally an ante-bellum college for white men, it was closed for the Civil War, then sold to the State of Mississippi for the education of Negro citizens. In 1871 the college was named in honor of former governor James Alcorn, and its first president was Hiram Rhodes Rvels, the first black man ever to be elected to the U.S. Senate[1].

The college prides itself on the fact that 45% of its faculty hold the doctorate, 40% is non-Black, and that it has always maintained the high humanistic ideals of education of the total person. It has a student body of about 2500, 90% of whom are Black; more than 70% of them receive financial aid. Though established to train Negroes in the areas of agricultural and mechanical sciences, its curricular offerings are myriad. The college is anticipating that it will soon be able to offer the doctorate in some selected disciplines.

This participant did not take the traditional tour of the campus, as was the case at the previous college. Rather, she and two other members of the tour spent two to three hours talking with the President of the Student Government Association and other students who wandered into the SGA office during the course of our dialogue. This was the second most important highlight of the trip for this writer.

The students wanted to know about the climate of Washington during the Watergate hearings. From their questions, and reactions to our responses, one was able to formulate an idea of what it is like to attend Alcorn. The students continually stated that there was little opportunity to participate in the world-at-large prior to graduation. Life at the college was spent within the confines of the sprawling campus. The student government played a major role in the social life of the students. Much of this activity was to prevent boredom and homesickness. Consequently, students were more socially than academically oriented.

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[1] One of the little publicized aspects of the post-civil war history of the South is the fact that the newly-freedmen played a major role in the development of free, public school education for all citizens of the Southern states. Blacks played the leadership role in the legislatures of Mississippi, South Carolina, and Louisiana, where they made up a disproportionate share of the representatives (Mississippi also sent another black man to the U.S. Senate, Blanche Kelso Bruce). The irony of this, is that the very people who worked so hard to secure equal educational opportunity, were to be denied that equality, in the post-Reconstruction era. (See From Slavery to Freedom, John Hope Franklin, New York: Alfred Knopf, 1956, 1956, pp. 311-319).

The social emphasis may be related to several factors. Firstly, transportation is limited. Without a car, one is virtually "landlocked" at the campus. The nearest city of any size is Natchez, which does not have the opportunities and excitement of Jackson, farther away. Finally, state funding itself may prevent the development of any "militant" programs (which would excite students yet repel state legislators.)

The single most important priority of the college is increased financial support for students, according to the president, Dr. Washington, who appears as a forceful and dedicated administrator. He questioned the wisdom of not providing full-support for students, and graphically related the problems brought about by incomplete support of the most disadvantaged students.

A related problem is that of attracting competent, certificated and dedicated faculty. The college is under the pressure to maintain its accreditation but because of inadequate funding has difficulty attracting high-level faculty. At the same time, Dr. Washington said that he felt that the institution had been successful in meeting its mission of preparing the disadvantaged to make a place for themselves in the larger world. He declared that their program is successful because the college cares about its students and is not afraid to show this. Teachers and administrators do more than is required to train their students who come with severe handicaps. If the nation is concerned about meeting the educational needs of the disadvantaged, he stated, it should turn to the traditionally Black colleges for help. They could train teachers and administrators in other colleges and universities to reach the disadvantaged.

The college sees the importance of research and will begin to concentrate more of its efforts on the expansion of and development of this capacity within its faculty and students. Already it has been able to gain a modest amount of money for research in the areas of agronomy and medicine. It now wants to extend its efforts in the areas of adult education services delivery, curriculum development, and student services.

Whether the traditional nature of the curriculum is a priority for the college or not was not asked. The obvious priorities: for the president, full-financial support for students; for the students, the opportunity to apply the theoretical to the practical can be addressed and realized.

DAY TWO: Tougaloo College and Jackson State College

Tougaloo College:

Tougaloo College is a small (700 students), private liberal arts college, located just a few miles outside of Jackson. It was established by the American Missionary Society of the United Church of Christ during Reconstruction, and has always been committed to the principles of academic freedom.

Unlike other institutions we visited, the administration at Tougaloo did not awe us with facts and figures. Rather it gave us the opportunity to visit classes, talk with teachers, and students and draw our own conclusions.

We were welcomed to the campus by President Owens. His description of the mission of the college and its attempt to live up to original ideals impressed me very much. The first principal (president), the Rev. Ebenezer Tucker stated the goals in these terms:

> "Educate not the Negro but the child; not for his place, but in order that he find his place."

This "education of the child" has resulted in the following:

1. open admissions policy since its inception in 1869;

2. a high degree of academic freedom among students and faculty;

3. incorporation of student-developed research projects and related field experiences prior to graduation;

4. the ability to attract high level competent faculty, in spite of problems with funding;

5. student-faculty projects between Tougaloo and Millsap College (all white) which have resulted in the re-writing of the basic text on Mississippi history, a required course for all students in Mississippi public schools.

The most important accomplishment of the college to date has been the establishment of an office of career counseling and placement. In five years, its placement rate for its graduates has leaped from 5% to 40% placement in jobs in industry; some 30% of these jobs are in "new career" areas.

The college has always had a disproportionate number of graduates go on to graduate training. In addition, it has earned a reputation for the high percentage of Danforth Fellowships its graduates have won, ranking just behind Stanford, Berkeley, and Harvard. On a visit to one of the Social Science classes, we met one of the Danforth nominees. A senior in sociology, this young man came to Tougaloo from a rural area in southern Mississippi. He spoke of times when classes were disrupted so that the children could help pick cotton. He had to discontinue his education and work for a while, but returned to Tougaloo. During his junior year, he conducted his own research on the correlation between Black militancy and integration and related his findings to the group.

The head of the Social Science Division related that about 50% of the students in the college were majors in that division, which included sociology, anthropology, history, Afro-American studies (which is interdisciplinary), and urban studies. Prior to graduation, all majors must intern with community organizations, civil rights law firms, or administrative offices throughout Jackson. The students receive academic credit, but are not paid for the internship.

Tougaloo, we were told, sees itself as an institution which serves the community and not one solely for the propagation of education. Students are encouraged to apply their college lessons to their lives. Already several graduates have been elected to local offices throughout the state.

However, my brief visit to Tougaloo made a deep impression. Of the colleges that we visited, it was in the worst financial position. Unlike the public institutions, it did not have a legislative body to go to for funding. I later learned that at the meeting with the Board of Trustees, each Trustee had personally pledged himself to help the college meet its indebtedness.

I cannot imagine the history textbook revision coming from the state schools, Alcorn or Jackson, which we visited later. Yet "controversial" activities must be undertaken, and it is probably only the private institutions which can afford to do so. Finally, the original philosophy of the college seems as modern today as it was when originally enunciated. Its focus on total human development, rather than just the cognitive, could be aptly applied to career education.

Jackson State College:

Jackson State College is the largest of the state supported 4-year colleges in Mississippi. It was originally founded in Natchez, Mississippi, by the American Baptist Home Mission Society in 1877 and later moved to Jackson. It became state supported in 1940, with teacher training as its major focus. In 1953, it instituted graduate programs in educational administration and supervision and the name of Jackson State College became official in that year. The college presently has some 5,000 students and anticipates that it will have 10,000 students by 1977.

Jackson State is an institution on the move. Buildings are going up all over the campus and, unlike other institutions which we visited, Jackson sees its future in integration. It has advantages of location in Jackson, the capitol, and anticipates that it will benefit from the present growth in the state. It is also the only state-supported senior college within 90 miles of Jackson and has no competition from the smaller white colleges in and around the city. State support makes the tuition within the reach of most of the adult population and, in spite of the "police-student incident" in 1970, Jackson State expects to be given university status by the legislature in the 73-74 session. (The resolution passed the Senate in the 72-73 session with only two dissenting votes.)

The college has a total of 28 degree programs in its Schools of Business and Economics, Education, Industrial and Technical Studies, and Liberal Arts. Though most of its students come from Mississippi, there are students from almost every state in the Union and several foreign countries. Almost 50% of its faculty has the doctorate, and more than 40% of its faculty is non-black.

Our tour was able to ask a variety of questions of the President, Dr. John Peoples, who has presided over the college for the past seven years, in a long afternoon session prior to our departure. On the question of conflict of values as the institution undergoes transition from a predominantly Black to an integrated institution, Dr. Peoples responded that he felt there was no possibility that whites would predominate but that the college had to realize that it could not "have its cake and eat it too". The college, he predicted, will become the major higher education institution in the state.

The major problem facing the college is underfunding. The state now provides 67% of their support and the college is trying to get it raised to 72%. Contrary to the Carnegie Commission, he feels that doubling of the tuition rates will have a deleterious effect on the disadvantaged student who now finds it difficult to attend college.

When asked to explain why Jackson State was experiencing a growth in student population, while most colleges were faced with empty spaces, he responded that Jackson State is tapping the non-traditional population of the disadvantaged and adult populations, which have been overlooked by majority institutions.

Finally, Jackson State, he said, has played an important role as a cultural innovator and force within the Black community in Mississippi. It was one of the founding institutions of "Opera South" which is an important cultural event in Jackson. Its sports teams have provided a disproportionate share of minority players to major league teams, and it has continued to provide leaders in local and state education institutions and agencies.

SUMMARY

This field trip was a new experience for me and a turning point in my development. All though I am a graduate of a traditionally Black college, my point of view was that of a big-city resident (New York and Washington, D.C.) and of a Black person with Southern roots, but not Southern experiences. I came to Mississippi with all of the biases of one who in the Sixties had read the newspapers and literature about the civil rights movement in the South and had seen the violence of that movement on national television. Though not afraid to enter Mississippi, I was prepared for a negative experience.

What happened was the opposite. I felt safer in Jackson than in Washington, D.C. The people who were our hosts were gracious, without being phoney, and genuinely proud that we had come to visit them. Rather, we were humbled by our experience. I realized that there are good, dedicated people still attempting to deal with the inequities in our society, but going about it in a slow, silent, and deliberate manner. They have found a purpose in life: to make Mississippi a just society, and they are committed to that goal.

When I asked a student what he/she wanted to do, the response was usually, "I want to be X" I plan to go to Y graduate school, and then I am coming back to Mississippi. I like it here." At Tougaloo, the 1973 graduating class had 40 chemistry majors who were all accepted into medical school. That number is equal to the total number of Black doctors in Mississippi today.

Finally, I was constantly aware of the philosophy of all of the colleges which seem to have been stated so eloquently by the first president of Tougaloo: "Educate not the Negro, but the child, not for his place, but in order that he find his place."

RECOMMENDATIONS:

There appear to be several areas of mutual interest between the Career Education Program and the Black Colleges which we visited (assuming that they are an accurate sample):

1. Adult Education: All of the colleges are concerned about how to reach the rural illiterate adult in Mississippi. It was noted in one meeting that most homes have television reception; however, I do not remember any college official speaking about using technology for the delivery of basic skills.

2. Experiences for college age students: Several of the students, especially at Alcorn, mentioned their desire for broader exposure to the world-at-large prior to graduation. Perhaps the problems of instituting such programs go beyond politics and more to questions of money and location. One can understand the problems confronting Alcorn, which serves the neediest students and is also isolated from any sizeable city. It may also not know how to set up such a program. It seems that Tougaloo is in an excellent position to train staff in this regard.

3. Exposure to other role models: I was struck by the fact that most of the faculties are in-bred. This is not to be pejorative; but is a statement of fact. Almost all faculty members were from Mississippi, though most had studied outside the state for some period of time. The exception was Tougaloo where the faculty members I met were out of state, Ivy League graduates. Traditionally, Black athletes and entertainers have been used as role models for students; it seems that the time is now ripe for the introduction of other models. A sizeable number of successful Blacks in business, government (state, local, and federal), higher education, etc. would probably enjoy relating their experiences as a part of the student's preparation. In prestige institutions this is usually done through the alumni who contribute their time to speak to law classes, etc. For the most part, these Black colleges do not have an affluent alumni and such seminars would have to be subsidized.

4. Basic skills training: For almost a century, Black colleges have been preparing the most severely disadvantaged of the student population for careers, and with a high degree of success. More than 75% of all Black college graduates still come from Black colleges, and almost all of these in public life are Black college graduates. At the same time, "open admissions" policies of some of the nations's major higher education institutions has brought to the front the problem of inequality in educational preparation. It seems a wise idea to use consortia of Black college faculty who have these skill training techniques to transmit the skills to other faculty members.

5. Finally, there are some general areas which should be studied

   a. Motivation: What are the variety of motivational systems operative within faculties and administrations of colleges like Tougaloo, where salaries are low, materials sparse, but commitment high?

   b. Coping skills: What is the nature of the coping skills which severely disadvantaged students, such as those who attend Alcorn and Jackson State, develop in order to survive, first at the college (which is culturally different from his home), and then in graduate school (which is culturally different than his alma mater)? What role does the alma mater play in the development of these skills? Are the colleges recruiting those who have high potential?

   c. Faculty members in non-traditional roles: Several faculty members said that they had been actively involved in recruitment of students. As one told of his experiences in recruiting a prospective student in a cotton field in southern Mississippi, I could not help but wonder if that experience played a significant part in coloring the teacher's perception of the student by giving the teacher a better understanding of the student's psychological and intellectual needs. To what extent does the involvement of faculty in non-traditional roles of recruiter, counselor, etc. have positive consequences for the faculty-members' relationships with their students?

--Reported by Ella Johnson
(40 participants)

DAY ONE: Utica Junior College and Alcorn A&M College

As with most ESS ventures, the rosy fingers of dawn crept across National Airport as participants gathered for departure. We knew basic facts about the schools we were to visit, but I for one looked forward to a first-hand experience on a Black college campus which would teach me something I could not get in my Washington office: an understanding of what this segment of higher education was all about. I believe many colleagues shared this view. I hasten to add an observation by Dr. Herman Smith of the Office of the Advancement of Public Negro Colleges. He noted that the term " Black College" was merely a convenient abstraction for lumping together a diverse group of schools. Dr. Smith supported his premise by leading ESS to four very different institutions within close geographic proximity. Each was clearly a Black college; but each had a distinct character and mission which set it apart from its sister institutions.

Two plane rides later we arrived at the Jackson, Mississippi, Airport and were escorted to a waiting chartered bus. Herman Smith and Dr. Paul W. Purdy of Jackson State College were among the people who welcomed us to Mississippi. The warm sunshine was surpassed by the warm hospitality which began with this greeting and met us throughout our visits. The bus carried us past the city of Jackson, down a narrow highway, and by cotton fields and trees laden with spanish moss.

Our first campus was Utica Junior College (U.J.C.) in Utica, Mississippi. We were greeted by Acting President Arthur H. Kinard, Jr. who discussed the history of the college. President J. Louis Stokes is on leave of absence pursuing doctoral studies at New York University and will return to campus in early 1974. The college was established in the early 1950's to provide Junior college level instruction to students in a four county area. It built on a base of the Utica Institute founded in 1903 by William Holtzclaw, an associate of Booker T. Washington, who founded Tuskegee Institute. For about half a century the Utica Institute provided secondary level education in academic and vocational subjects. At present, the single campus is shared by the high school and the junior college, both maintaining strong programs in vocational areas.

ESS members were divided into smaller groups for a student-led campus tour. Facilities are mostly modern and include a recently completed library. Of the three newest buildings, Federal funds provided over 40% of their total cost of $1.5 million. The college in general appeared well equipped in most areas. This included a new language laboratory and closed circuit educational television system operated from the campus library by a full-time multimedia specialist. A few faculty members created and taped their own productions for TV instruction. Most TV instructional programs come from the State ETV station and are taped on campus to be replayed when needed in a course of study. Machine shop and automobile servicing instructors both felt they had good equipment, but sometimes the distribution of the equipment was inadequate (e.g., excess of one kind and insufficiency of another). Federal programs supported purchase of this equipment through the State. The school also received $330,000 in Federal student assistance including Special Services (TRIO). Almost half of this is in Work Study. The school also received $200,000 from HEA III. The current year Federal funds total is about $600,000, about half the total operating budget for U.J.C.

The student body is all Black and pays $139 per year (for students living inside the 4-county district). There are no residence facilities for students, and almost all commute via school bus or private automobile. The full-time enrollment of 715 is over 60% female, and pursues AS and AA degrees or certificates in about 17 occupational areas. Most of the student population is low income by national standards and many represent the first postsecondary study in their family. The school also has an evening program (including Adult Basic Education) of 275 students, which attracts some adults in the area.

Our U.J.C. visit ended with a faculty luncheon and a brief question and answer period. During the luncheon we were entertained by the school chorus, a pattern which was followed at other institutions. The question period was too brief, but the questions centered on the vocational education programs at U.J.C. School governance is an outgrowth of the local elementary and secondary system, not the state college system. Briefing material stated 40% of the financial support comes from the State and another third from the 4-county district. School officials noted that although tuition is low relative to national averages, low income and large family size of students make even this low level a barrier to some. It was pointed out that low tuition might eliminate some students eligibility for the Basic Educational Opportunity Grants (BEOG) program. School officials asked if BEOG were intended to replace Supplementary Educational Opportunity Grants (SEOG), and were told that Congress and the Administration had not reached agreement, so that no definitive answer was available. This will continue to be a major policy issue in Federal student assistance. The last questions involved the adjustment of vocational curriculum to meet the surveyed needs of local employers. The program director stays in contact with local industry about the strong and weak points in the training of U.J.C. graduates. He noted that overtraining in certain aspects had taken place, and these areas were reduced to allow inclusion of new material.

Alcorn Agricultural and Mechanical College, named after a Reconstruction era Mississippi Governor, began after the Civil War on the previous site of Oakland College, a Presbyterian College for white males which was closed by the war and not reopened. Its 1700-acre campus combines graceful older buildings such as the original Oakland Chapel and the President's home with modern new facilities including the beautiful, well-equipped Alcorn Library.

The school is in the midst of a $25 million building program. Given the current student population of approximately 2500, this represents a very significant permanent investment. Both residential and academic facilities are under construction, including additions to the sizeable amount of faculty housing available. Due to the rural location, a good portion of the faculty and staff, as well as the student body, live on campus. New construction is taking further advantage of the size of the campus by locating new structures away from the existing core of campus buildings. The school receives about 68% of its financial resources from the State of Mississippi.

Our campus visit began with a welcome from President Walter Washington, who had previously been President of Utica Junior College. Welcoming comments and introduction of campus officials were added by Vice President Rudolph E. Waters. Some key facts emphasized were Alcorn's status as the oldest predominantly black land grant college and State-supported college in the Nation, the dimensions of the current building program, and the percentage (43%) of faculty holding Ph.D. degrees. The staff's spirit of progress and dynamism was obvious from the start and was reinforced during the visit. Everyone I encountered had a spirit of dedication and pride in the institution; it was not a lack of humility or inflated self esteem, but simply an omnipresent atmosphere that something was happening here in rural Mississippi - that they were part of a vital and growing community of scholars. The 99% black student body is almost entirely from within the State and consists in many cases of students who represent the first postsecondary education experience in their families. Four out of five students are receiving financial aid.

The opening comments and introductions were followed by a brief tour of the Library and then small meetings between ESS participants and the college staff on topics of individual interest. This format permitted the ESS'ers as a group to gain information and insight into the school. I concentrated on student assistance and institutional development as supported by Federal programs (Higher Education Act Titles III and IV). The new Basic Educational Opportunity Grants (BEOG) had great significance for this campus. Many students of the incoming class were qualified for the maximum award of about $450. (During this academic year, only Freshmen are eligible for BEOG). Financial Aid Director Jackson felt that BEOG combined with the Work Study program made an excellent package for student assistance. Tuition, Room and Board total about $1200 per year; $400 for tuition only. The additional fee for out of state students has had a limiting effect on recruiting students from outside Mississippi. Mr. Jackson also noted that guaranteed loans were not generally available, particularly to Freshmen. Local banks usually would only consider an upperclassmen who had a greater likelihood of graduation.

The visit came to a close with our new friends walking us back to our bus for the trip back to Jackson. The Alcorn staff had been warmer and more helpful than anyone could have asked. Many of us learned a good deal about how Federal programs are operating and the problems which the school is facing. Hopefully, all of this will result in an improvement in the Federal programs to better serve the needs they are intended to meet. But the single notion that remained in the mind of the ESS group as it rode through the night to Jackson was that something is happening down in Lorman, Mississippi, and that a lot of it is very, very good.

DAY TWO: Tougaloo College and Jackson State College

A visit to Tougaloo and Jackson State is a study in contrasts among institutions called "Black Colleges". Tougaloo is a small, private, liberal arts college, supported by the United Church of Christ. It has never had more than 700 students enrolled, though it anticipates expanding to about 1,000 students in the near future. Its campus reminds one of an antiquated plantation; most of the buildings are old frame houses, though there are two new dorms recently constructed. It is just outside of Jackson, across a set of railroad tracks, and one could easily drive pass the sign at the entrance and miss it. However, it is rich in history, has an eviable academic reputation, and a nurturing community.

We were met by the President, the Vice President, and the Director for Development. Dr. Owens, the President, did not attempt to awe us with facts and figures but told us a bit of college history. Founded by the American Missionary Society of the United Church of Christ, after the Civil War, the college has always had the twin goals of academic excellence and academic freedom. It has seen its role as one of preparing the whole person for this role in life as he defines it. The college experience, then, is the opportunity for the mind to experience the freedom of intellectual speculation and the application of those speculations in a supportive environment. (One could not help but notice the apparent ease with which students and faculty interacted). This mission of the college was eloquently stated by its first president: "Educate not the Negro but the child; not for his place, but that he may define his place".

After talking with several faculty members and students, we visited the Social Science Division, in which some 50% of the students are declared majors. Its component disciplines are Sociology, Anthropology, History, Afro-American Studies (which is interdisciplinary), and Urban Studies. The chairman of the division related the kinds of experiences which are provided for students prior to graduation: internships in local high schools as tutors, workers in community agencies, aides in civil rights laws firms, etc. Also present was one of the Danforth Fellowship nominees, who told us of his struggles to attain his college education and of his research studies. At the conclusion of this session, many of us felt that, if we had the chance to do it over again, Tougaloo would be high on the list of preferred colleges.

Our last hour was spent with members of the Board of Trustees, which was meeting to discuss the financial problem facing the college.

The drop in church revenues has had a sobering effect on the church-affiliated college. The immediate issue was the indebtedness incurred in construction of two dormitories. The board members said that each had taken a personal pledge to insure that the college would meet its financial obligations.

Lastly, the college feels its most important achievement in recent years has been the establishment of the Office of Career Counseling and Placement. Since its establishment, it has quadrupled its placements of graduates in industry and new career jobs. Last year, its forty chemistry graduates (equal to all the Black doctors in the State of Mississippi) were all accepted into medical schools across the country.

We left the campus, stimulated by our experience and aware of the need for the private institutions like Tougaloo in American higher education. Its commitment to academic freedom has allowed it to undertake efforts which might be considered too controversial in State-supported institutions, such as its present cooperative venture with (all-white) Millsap College faculty and students in re-writing the school text in Mississippi history to portray more accurately the role of Mississippi Blacks.

Jackson State College, by contrast, is bustling and urbane. Located in the heart of the capitol city, it is an institution on the move. At a time when college enrollments are dwindling, Jackson State's enrollment has doubled over the past seven years, and it expects to double again in the next seven years. The largest of the State supported four-year institutions, it sees itself as the major senior State institution in the near future. University status, voted by the State Senate in the 72-73 session, is expected to be conferred in the 73-74 session.

The college has a large faculty, of whom 50% have their doctorate, and almost 50% of whom are non-Black. It offers degrees in twenty-six majors offered in four schools: Business and Business Administration, Liberal Arts, Technical and Industrial Arts, and Education. It has become a center for cultural activity for both the Black and white communities; it is one of the founders of "Opera South". Its Institute for the Study, Life and Culture of Black People is sponsoring a Phyllis Wheatley Poetry Festival which will bring twenty Black women poets to the campus for an entire week in November 1973.

Before leaving Jackson State, we had the opportunity to ask the President, Dr. John Peoples, about the college and its future:

Q. What is your reaction to the Carnegie Commission's recommendation that tuition rates be two-fold?

A. I feel that this recommendation is a result of pressure from private institutions which feel that they cannot remain competitive with public institutions. I am opposed to any increase in tuition. Should an increase occur, it would have a disproportionately negative effect on the State of Mississippi due to the low income level of most of our population. Jackson State College has traditionally served the disadvantaged and does not plan to deter from that mission.

Q. The national trend in enrollments is downward, yet at Jackson State you are experiencing the reverse. How do you account for this?

A. Jackson State, and Tougaloo, I might add, are not facing a problem with enrollments because Blacks have a greater demand for education at this point in time. Over the past five years, our growth rate was 105%; we anticipate another 100% growth in the next five years. Jackson State plans to realize its potential by virtue of its location. We have conducted several impact studies, we sit on several planning commissions, and we know that the state is growing and that is is attracting industry in greater numbers. We intend to capitalize on this. However, don't be misled; our present construction is not sufficient to meet our existing needs. We don't think that we will have empty classrooms for some time to come.

Q. Do you anticipate a confrontation in value systems as the college expands and increase its ever-increasing white student population? Have you considered the examples of Bowie State College and Blufield State College?

A. It is not likely that whites will predominate at Jackson State. Jackson State will always continue to present a powerful and important image for the Black community. However, as I have said repeatedly, you can't have your cake and eat it, too. If Jackson State is going to survive, it will have to be as an integrated institution.

SUMMARY:

Most of us came to Mississippi not knowing what we were going to find, though a few in the tour were themselves graduates of Black colleges. What we discovered was that there is no monolithic "Black college". Each differs in its approach to education, but the unifying strain appears to be a philosophical commitment to the education of the disadvantaged. All have had open admission policies since their inception, but the stranglehold of racism and segregation has kept needy white students from their doors.

The Black colleges we visited are alive and doing well emotionally. Though all are under-financed, the state-supported institutions are better off than the private ones. Both private and public higher educational institutions are needed by the Black community and the larger society. Too long we have seen Black educational institutions as "second-class" citizens. We left Mississippi humbled by our experience and wealthier in the knowledge that there were educational institutions which have as their hallmark that they CARE about their students. They attract dedicated, competetent faculties and in spite of inequality of educational opportunity, they are doing an excellent job of preparing the most disadvantaged of student populations for full participation in American society.

--Reported by Gregory Fusco
(40 participants)

EDUCATIONAL STAFF SEMINAR REPORT

OKLAHOMA STATE TECH

April 11-13, 1973

The motto of Oklahoma State Tech is "educating hand and mind," and that appears to be what the school does - educate students to become both proficient craftsmen and excellent managers.

Oklahoma State at Okmulgee, a division of Oklahoma State University, Stillwater, is an exemplary residential post-secondary trade school with a few "technical" programs. These technical programs prepare highly skilled technicians in the mode of the Engineers Council for Professional Development (E.C.P.D.) for two-year technicians. The electronics course is one technician program offered at Tech.

It is difficult to determine which phase of our visit was the most outstanding. Touring the well-lighted, well-equipped shops and interacting with young, interested students and older, dedicated students who seemed "turned on" by their educational experience was enlightening. Equally impressive was the "red carpet" treatment extended to our group by the administration, faculty and staff, and student body at the school. Although our time was programmed and organized from the time we stepped from the plane on Wednesday evening until we boarded the plane on Friday afternoon, somehow, the hospitality of the school helped to "soothe our tired bodies."

The most impressive part of the trip for this observer, however, was the enthusiasm, charisma, and administrative capabilities of OST's director, Wayne Miller. It was refreshing to see a committed, energetic, effective leader of a vocational technical facility perform so efficiently. The manner in which he organized the visit, exposed us to all programs of the school, and utilized the resources of the community to improve the school was particularly impressive.

Oklahoma State Tech operates three sixteen-week trimesters yearly. Courses range in length from one to six trimesters. Students normally attend classes six hours per day, four hours in an occupational major and two hours in general education.

There are approximately 2,500 students enrolled at Tech. Nearly one-half of the students live on campus and 91 percent are from Oklahoma. Seventy-six percent of the student body is white, while 14 percent are of American Indian ancestry. Approximately 8 percent of the student body is Black. Almost 84 percent of the student body is between 17 and 25 years of age and 16 percent is over 26.

More than 13,200 students have completed prescribed occupational courses since 1946. OST graduates may be found in every State of the Union performing as managers and craftsmen in industry.

After our visit to the automotive department on Friday morning we returned to a meeting room for a question-and-answer period with senior staff.

What kinds of course credit problems does OST have?

On the area of credit for prior training, each department maintained an informal arrangement to test competency of students entering with prior training. The discussions with department heads and tests could eliminate or modify some course requirements for students.

Several participants questioned why OST does not grant academic credit. Miller believes that the granting of credit (and/or degrees) would change the nature of OST drastically. OST serves non-college bound youth. Those who finish the program and want to transfer to a college program are usually able to gain credit for their skills through examinations (including College Level Examination Program).

Concern was expressed by some participants that OST's general education offerings were not broad enough in scope.

Miller commented that general education subjects had very limited appeal for many students. The offerings could be expanded, but the stress at OST is clearly on occupational training. OST does have some activities (including clubs, intermural sports, dances, etc.) for a vocational technical school. These help to broaden the outlook of OST graduates.

A large part of our discussion centered on inservice training. For the most part, OST instructors are practitioners before coming to OST. The requirements for admittance to the faculty are more comprehensive at OST than even those established in the Smith-Hughes Act of 1917. The school's close linkage to industry provides its instructors with close contact to new developments in the field, including industry-run seminars.

Are there any racial problems on campus?

Black and Indian students have active organizations on campus. The faculty and staff present did not feel that problems existed which were of a serious nature.

--Reported by Melvin Spencer
(16 participants)

EDUCATIONAL STAFF SEMINAR REPORT

OKLAHOMA STATE TECH

Okmulgee, Oklahoma
August 13-14, 1973

OST at Okmulgee, a division of the Oklahoma State University, is a residential, non-degree;[1] post-secondary, vocational-technical school with an average enrollment of 2,500 students in 52 career programs. The academic year is divided into three trimesters (16 weeks each) with courses ranging in length from one to six trimesters each.

Upon arriving at OST we went to the Small Business Department. We were encouraged by Director Wayne Miller to roam around and talk to whomever we liked. The enthusiasm on the part of the students which we were to see throughout our visit started here. Students gained practical "hands on" experience in the jewelry shop, shoe repair shop, dry cleaners, upholstery shop and bakery. Repairs and personal creations are available for staff and students from these shops. Students are able to not only fix or make products but are also taught the management end of their specialty. Thus, the motto of "educating hand and mind" stands for all career areas. We observed the shops in action and talked with a number of students and staff.

I was impressed with the ease with which students conversed with me. I felt a sense of pride in self which translated into a confidence and ability to work in all types of interpersonal situations.

We had lunch (prepared by culinary arts students) with members of the student senate. The discussions at lunch ranged from student activities (on and off campus) to why individuals had chosen OST to what they would do after they finished at OST. Again, I was impressed by the self confidence and verbal ability of these students. Most seemed to know where they were going and how best to get there.

After lunch we went to the Graphic Arts Center and to the other training shops. There is no need to detail each shop because my experiences were similar in all. The facilities were impressive, the staff dedicated and enthusiastic, and the students eager and almost professional in what they were doing. I will, however, explain in some detail the program within a typical career area, Drafting and Design. Students may major in one of three specialized areas: technical drafting and design (six trimesters of study) industrial drafting (five trimesters) or Technical Illustration (four trimesters.) Students are in class for six hours per day

-four in career area and two in general education. The career-related courses are divided into theory and labs, the why and how so to speak. I think I was most impressed by the general education courses. Students are required to take English, math, physics, communication, human relations, etc., as part of their programs, but these courses are related to the major career area of the students. Instructors were practitioners before coming to OST, and students appeared to get "turned on" to general education courses that were related to their field of interest and taught by an instructor who was out in the occupational world before he came to OST to teach.

In all speciality areas students were taught the theory and practice as they were related to a process. An example may help to clarify this point. In the machine shop, students are taught the theory behind the operation of the machines while learning to be proficient on all the machines available. Students also are taught computer programming so that they can program a computer to run some of the machines which have previously been operated by hand.

In the evening we met with the board of directors and some members of the local Chamber of Commerce, all of whom show a deep concern for OST.

A word about the Director, Wayne Miller: Almost from our arrival, we were aware of Mr. Miller's enthusiasm, energy and love of his school. These impressions were reinforced as the day progressed. His relationships with staff and students were warm, respectful and encouraging. He has utilized ties with community leaders and businessmen to improve both the programs and resources which OST has.

After an enjoyable dinner (prepared by students) we met some of the other department heads and learned about the Advisory Boards which each department has. Each board acts as 1) curriculum advisor to the various departments in developing and changing curriculum and 2) liaison with the world of work. They usually meet with the departments three times a year to discuss how changes in the field should be reflected in the curriculum. The department heads felt that these advisory boards were beneficial to students, staff and school.

The general staff in the shops have had experience in their fields. They tend to run their shops in an independent manner and were accessible whenever the student needed help. The student and instructor often work hand-in-hand to solve problems. The setting was like a work situation where the instructor was the foreman or master craftsman and the student was the apprentice. While salaries are not competitive with industry, instructors apparently find other rewards and challenges.

The facilities and equipment are impressive. The equipment old and new, comes from many sources. Some is purchased but most is gotten from industry and business. Apparently companies give OST their new and old line of merchandise so that the students can train on "the real thing" before they enter the world of work.

Mr. Miller said OST costs about $3.5 million per year to run, half of which comes from tuition and the rest from the state. This figure, of course, does not reflect the cost of new equipment which would have to be purchased if not for the other channels outlined above. Some equipment (two new Wankel rotary engines @ $1,600 each) is purchased by the school. Maintenance costs are minimal because the students do a large portion of the work on the campus.

I think that OST is successful for four reasons:

1) The students are dedicated and are at OST to learn a trade.

2) The instructors are enthusiastic, dedicated and experts in their fields.

3) The schools work very closely with the world of work and business external to OST,

4) There is an administrative leader who can pull all of these elements together.

OST is truly a unique educational experience.

--Reported by Ivan Charner

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[1] Degrees don't seem to be necessary because completion of a program virtually guarantees the student a job in his major field of study.

EDUCATIONAL STAFF SEMINAR REPORT

"GRADUATE AND PROFESSIONAL EDUCATION: NEW OPTIONS FOR FEDERAL ACTION"

Washington University, St. Louis, Mo.
November 27-28, 1973

Introduction to Washington University

Chancellor William H. Danforth welcomed the ESS participants and presented an overview of Washington University. Originally founded for St. Louisans, the University has become a predominantly national institution. Dr. Danforth characterized the University as a medium-sized, comprehensive, quality institution. Its size is advantageous because it is too small for individual colleges and programs to become self-contained. Its comprehensiveness has produced a faculty which combines teaching and research at both the graduate and undergraduate level. The quality of the institution can be measured by both the quality of the faculty and the institution's vital intellectual atmosphere, according to Chancellor Danforth.

The institution is unique in its decentralized approach to management. There is no centralized planning office and each school within the University has a sense of budgetary independence. Schools which operate in the black function with even more freedom eg., the Schools of Medicine and Law operate separately from central administration and manage their own income and endowment. If in a given year a school "makes a profit", it is able to keep and allocate the surplus as it wishes.

Dr. Danforth was then asked the following questions:

Q. Does the University plan to expand enrollment?

A. In dentistry and architecture, yes; in other schools, no.

Q. How did the St. Louis community respond to the move from a regional to a national university and did the shift mean that fewer local applicants were admitted to the University?

A. The community was supportive of the shift, which was a conscious one. It grew, in part, from the increasing number of places available in public universities in this area. We attempted to sharpen the distinction among the institutions here.

Q. What has been the impact of the Federal cutback in support for graduate education?

A. Support for fellowships and research were hardest hit; the University has fared well in the area of competitive grants, especially in medicine. The impact will vary with parts of the University eg., in medicine, faculty salaries are structured so that faculty engage in no outside practice. We may decide to change that policy. The cutbacks will most directly affect us in the arts and social work.

Q. Have patterns of State support shifted as Federal support has declined?

A. The only program in Missouri which impacts private institutions is the State scholarship program, so the gap left by the pullout of Federal monies has not been bridged.

The College and Graduate School of Arts and Sciences

"Perspectives on Arts and Sciences at Washington University" were offered by the Deans of the Faculty, the Graduate School, and the College of Arts and Sciences. Dean Merle Kling suggested that the 1960's had had a negative impact on a number of institutions of higher education in this country, but that at Washington University a sense of community and trust still existed. It is that sense of trust which makes possible the continued experimentation. He cautioned that the tendency toward the status quo which seemed to typify campuses in the seventies was troubling because institutions of higher education should serve as catalysts for change. Noting that a university's ability to proceed aggressively in such areas as affirmative action is highly correlated with the ability to expand by adding faculty and programs, he urged that external funding be made available to achieve socially desirable goals. Dean Kling challenged the ability to predict the future based solely on the current situation, et. al., the current predictions of decreasing demand for graduate education. He cited the prediction of Seymour Harris twenty years ago that there would be a poor market in the future for college graduates. This of course, proved to be untrue.

Dean Ralph Morrow explained that the University had experienced increases in students, programs and funds during the 60's. He noted the correlation between Federal funding and graduate level activity and explained that graduate enrollment declined this year as the Federal Government cut back its support. He suggested two reasons why the Federal Government should support graduate education. First, there is a continuing need for a pool of trained manpower, and the universities play a role in contributing to the pool. Second, the national resource is not limited to trained manpower but also includes institutions which can respond to national problems. This institutional readiness is dependent upon continuing external support.

Dean Burton Wheeler spoke about the special problems of undergraduate education at Washington University. Though committed to a broad undergraduate experience rather than a fixed curriculum, Washington University is finding that today's students are more directed than the students of five years ago and are actively pursuing long range vocational interests. A survey of freshmen at Washington University found that 40% of the students considered themselves to be pre-med and 30% pre-law. This high interest in professional training diminishes only slightly through the undergraduate experience. One-fourth of this year's senior class applied to medical schools and one-fourth applied to law schools. This has created a tone on the campus of what Dean Wheeler described as non-productive competition and a high anxiety level. Seniors who apply to professional schools but are not accepted are vocal in their concern over whether society has a place for them and whether their collegiate experience has been worthwhile. This anxiety feeds back to the freshmen and affects the mood of the campus. The fact that the student body is highly motivated and highly directed has advantages; the students become involved earlier in more advanced coursework.

ESS participants then asked questions of the three Deans:

Q. What impact has the tenure issue had on this university?

A. It is now a sensitive issue here. Sixty-four percent of all faculty have tenure; this past year tenure was awarded to only 10 new faculty out of a total faculty of 348. This means that there is limited opportunity to modify the composition of the faculty to complement goals such as affirmative action. This problem is further compounded by the fact that the big faculty expansions occurred in the 50's and 60's which means that our present faculty members are relatively young and likely to stay at the university for a long while.

Q. How does the reduced number of available faculty slots nationwide affect graduate education?

A. The 60's pattern of placing most PhDs at universities was perhaps an aberration. Graduate departments must now broaden their placement outlook. However, at Washington University the alledged PhD surplus has had little impact; the placement rate is still 90-95%.

The Medical Center

Tuesday afternoon's presentation included a visit to the Washington University Medical Center and a discussion of the role of Washington University in medical education. Dr. Samuel B. Guze, Vice Chancellor for Medical Affairs, and Dr. M. Kenton King, Dean of the School of Medicine described the Medical Center. The Center includes five major facilities: Barnes and Jewish Hospitals, St. Louis Childrens Hospital, a Skin and Cancer Unit, and a School for the Deaf. The Center represents a $200 million capital investment and is the third largest employer in St. Louis. Last year, the Center had 2,000 beds, gave 600,000 days of inpatient care and trained 2,500 medical and nursing students plus interns, residents, graduate students in the Biological Sciences, occupational and physical therapists, etc.

Like all academic medical centers, Washington University focuses on three major areas: patient care, research, and teaching. Dr.Guze emphasized that research was seen not as a luxury but as a way to deal with chronic medical problems and to ultimately reduce the cost of medical care. In describing the role of the Federal Government in the Medical Center, Dr. Guze noted that in FY 1973, 57% of the Medical School budget and 41% of the Dental School budget came from the Federal Government. In the Medical School, 20% of the Federal support came in the form of training grants; Federal input represents 20% of faculty salaries. Twenty-five percent of the Dental School budget comes from Federal capitation grants which are essential for the survival of the School. Cutbacks in Federal funding will mean cutting back programs.

Dr. Guze then responded to the following questions:

Q. Do we have enough physicians in this country?

A. Yes, if we assume the continued importation of foreign trained physicians.

Q. Should Federal support of medical education be linked to where physicians practice?

A. All such programs to date have included an escape clause. Control of the production of physicians really rests with the speciality boards and the bodies which accredit medical schools rather than with the availability of training opportunities.

Q. How do medical students at Washington University pay for their education?

A. Some pay the total costs themselves; others are aided by a combination of grants and loans. The University itself has a sizable assistance program. Thirty-five percent of tuition income in the Medical School is converted to scholarships; we have a $600,000 demand for loans, less than half of which is being met.

Q. You state that the Federal share of the Washington University Medical School budget is quite high. How does that compare with similar medical schools?

A. The ratio is probably comparable though the proportion is declining everywhere.

Q. Did you expect this cutback in Federal support?

A. There have been conflicting signals. On the one hand the Federal Government exerted pressure to increase class size by making funding available on a capitation basis which was contingent upon increasing class size. The accrediting agencies warned against such increases and now the government is saying that we have too many medical professionals.

Q. Dr. Danforth suggested that Washington University may compensate for cutbacks in funds by providing direct medical services to generate additional income. Do you see this happening?

A. This is certainly a possibility, but, if we take that step we will have come full cycle. In the past, practicing physicians taught and provided services; however, if the faculty must generate income, I feel that the academic side of the Medical Center program will suffer.

Dr. David A. Bensinger, Associate Dean, School of Dentistry, described the recent dramatic changes in the curriculum and plant of the Dental School. Because the School had operated at a deficit for several years, the University Board of Trustees was considering closing it. However, under the impetus of the Carnegie Commission and Federal funding, the school has shifted to a 3-year curriculum and based its financial support on a combination of tuition, Federal capitation payments, and clinic-generated income.

The Dental School was a crowded 46-year old facility which was gutted and rebuilt over a 4-year period at a cost of $2.5 million, much of it from the Federal Government (especially the Higher Education Facilities Act). Dr. Bensinger led the ESS group on a tour of the impressive new plant. Those of us who had experienced the inconvenience of relatively minor Federal reconstruction projects were amazed to learn that the complete renovation of the Dental School did not require a single day's closing of the School or Clinic.

Discussion of the Report of the National Board on Graduate Education

At Tuesday night's informal discussion with Washington University faculty, ESS participant David Breneman, Staff Director of the National Board on Graduate Education of the National Academy of Sciences, presented some highlights of the Board's forthcoming report on Federal Policy Alternatives Toward Graduate Education. In general the report argues for a plurality of sources of support including loans, self-support, jobs, and research assistantships. Three types of fellowships are described. The first is a merit-based portable fellowship program. Much like the current National Science Foundation Grants, awards would be based on a national competition. They propose two thousand new starts annually. The second category of fellowships would address the need for special support for minority students at the graduate level. The third type of fellowship would be similar to the NIH training grant model and designed to focus graduate activity on specialized research and manpower needs. Support for a given problem area would be reviewed at the end of three to five years.

Wednesday - November 28, 1973

The School of Engineering and Applied Sciences

The program on Wednesday began with a presentation by James M. McKelvey, Dean of the School of Engineering and Applied Sciences. He described that School as small, expensive, and research-oriented, with liberal curricular requirements. Until 1965, the School was, in Dr. McKelvey's words, an academic Appalachia, but a National Science Foundation Science Development Grant made it possible to bring about significant changes. One such change was in the research area which now accounts for nearly 49% of the school's income; the remainder comes from tuition (31%), gifts and endowment (19%) and University subsidy. Ninety percent of the research support comes from the Federal Government including grants from the Department of Defense, National Institutes of Health, Department of Transportaion, and National Science Foundation. The remaining 10% comes from private sources. With the cutback of Federal traineeships, the School will have to find new sources of support since tuition cannot be raised significantly. The School has purposely directed its research to capitalize on other activities within the University and the City of St. Louis, eg., it has worked with the medical faculty on biomedical research and computing and the biophysics of blood.

Citing the trend in Federal support toward more directed, product-oriented research, Dr. McKelvey felt that this would mean involving fewer graduate students in research activities. Instead, the chief investigator would be inclined to use postdoctoral fellows and thereby diminish the linkage between teaching and research.

The following questions were asked of Dr. McKelvey:

Q. Has the Engineering School experienced any problems in placing its graduates?

A. The academic job market has essentially disappeared except in the areas of computer and environmental science. However, the overall demand for engineering graduates has gone up and we have experienced no placement problems.

Q. Given the reduction in level of Federal research support, is there the possibility that industry will support research at universities?

A. That is highly unlikely since companies have their own research staffs which do their "business" research.

Research

Dr. Linda Wilson, Assistant Vice Chancellor for Research, opened the session on "Research at Washington University: Its Nature and Role." She described research as the primary objective of the University. It is central to the vitality of the undergraduate program and essential to attract and retain quality faculty. The University places two constraints on faculty research: it cannot be secret and it must relate to teaching. A very high percentage of faculty members have outside support: 60% of the medical faculty, 60% in Engineering, 20% in Arts and Sciences (dominated by the sciences) and 10% in other faculties. Dr. Wilson expressed the fear, shared by many at Washington University, that the shift by the government to agency-directed research will mean that researchers will be forced into the role of technicians rather than creative scientists.

Dr. Roy Vagelos, Professor of Bio-Chemistry and Director of the Division of Biology and Biomedical Sciences, described steps Washington University had taken to respond to changing student and curricular needs. The University realized that students were coming to the University better prepared in the Sciences than their predecessors and, in fact, had completed many freshmen-level courses in high school. In addition, faculty in several disciplines were touching on similar problems. In order to create more flexibility among Departments and courses, the University realigned several Departments and faculties previously separated in the College of Arts and Sciences and the Medical School. The Departments of Anatomy, Physiology, Bio-Chemistry, Microbiology, Bio-Physiology, Pharmacology, and Pathology, have been regrouped into new programs in Cellular and Developmental Biology, Molecular Biology, Neurological Science, Plant Biology, Population Biology and Ecology.

Dr. Vagelos then answered questions:

Q. What role will the cut of Federal money play in medical schools?

A. Some medical schools are turning into trade schools, ie., they are developing "short and easy" programs emphasizing the clinical side of medicine and others may do the same. At Washington, we are opposed to that trend. Our role is to educate students in the Medical Sciences. In fact, our Medical Science training program which produces a combined MD/PhD is the second largest in the country.

Some interesting views on the social consequences of research and tenure were offered by Professor Michael Friedlander of the Physics Department. He observed that tenure provides the possibility for a faculty member to express himself on controversial issues. For example, Dr. Friedlander has testified before Congressional Committees on the negative effects of atomic testing. This freedom would not be available to physicists working in industry. He commented that the impact of his speaking out hinges on his own scientific respectability which, in turn is dependent upon the quality and quantity of research he has done. The extent of his research depends upon available financial support which, to date, has come largely from the Federal Government.

Dr. Friedlander responded to questions from the group:

Q. How do you view the current Federal emphasis on targeted research?

A. There is an unfortunate sense of urgency about the need for answers. This approach does not guarantee a product nor does it assure that the best people will work on the problem. The way to solve problems is to concentrate a steady supply of funds for research on the most productive individuals and projects.

Summary Session

In the closing session, Chancellor Danforth spoke about "Graduate and Professional Education at Washington University: Its role today and its prospects for the future". He noted that the University had a major commitment to graduate and professional education of high quality and is interested in improving the quality of its existing programs rather than expanding in new areas. Such programs are expensive to maintain and the withdrawal of Federal support could damage the very programs the government has encouraged. To terminate these programs on the basis of current manpower predictions would be inappropriate for there is a continuing need for trained manpower. He described one function of the University as preserving things not popular at a given point in time; for example, Washington University supported a program in the Chinese language long before it came into vogue.

Commenting on various Federal programs, Dr. Danforth felt that the State Postsecondary Education Commissions, authorized under Section 1202 of the Higher Education Act, asked States to set policies which were better set at the national level. He favored an NDEA type approach to graduate fellowships, fearing that the portable fellowships would be concentrated in only a handful of universities. He felt that institutional support should accompany the support of students, but the level should not be too high or it might serve as an incentive to institutions to over-extend programs. A Federal scholarship program like BEOG, but with a greater cost differential built in, could have impact. Asked to comment on recommendations that tuition at public institutions be raised, Dr. Danforth said:

> "I think that this would be a very bad thing. Politically, it would pit private institutions against public. Though it was recommended that a scholarship program accompany the tuition increase, this is not likely to happen, and I feel that society would not be well served if higher education were income-bound."

--Reported by Sheila Platoff
(40 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"GRADUATE AND PROFESSIONAL EDUCATION"

Stanford University, Palo Alto, California
November 29-30, 1973

Our 2-day visit to Stanford was designed to provide us with an in-depth glimpse of Stanford University itself, as well as a broad-brush view of the condition of private higher education in the State of California. What follows are brief summaries of the formal sessions which constituted the bulk of our agenda (attached).

Thursday, November 29

1. Following breakfast in the residential dormitories and a brief walking tour of the campus, President Lyman and his six top administrators provided a two-hour overview of management style and techniques at Stanford.

In particular, Bill Miller, Stanford's Provost, devoted considerable attention to three management techniques which have been developed at Stanford over the past five years: (1) the Budget Adjustment Program (BAP), established four years ago to improve the balance between income and expenditures for the University as a whole and its component parts; (2) the Faculty Billet Review, whereby all vacated faculty slots are transferred to the Provost's control until and unless the originating department can justify their continuance; and (3) the Budget Protocal System, an annual budgetary priority--setting process designed to improve the quality and flow of decision-related information between the Provost's office and the University's sub units. Four budget-setting criteria, in the form of questions requiring satisfactory answers, were outlined:

a. Is the activity important or significant?

b. Will there be a continuing student interest?

c. Can Stanford be excellent in that area?

d. Can we (fiscally) afford the activity?

Other topics discussed in this first session on "management" included: the style and techniques of effective fund-raising, a description of fiscal "modelling" techniques employed at Stanford, and an ad-hoc discussion of the problems and inadequacies inherent in a narrow, cost-accounting approach to fiscal planning (as one observed, "Prices are facts, costs are opinions.")

2. President Lyman opened the afternoon sessions with an historical overview of graduate education at Stanford, in which enrollments have increased ten-fold in forty years (most dramatically in the past decade) to its present graduate level of approximately 5000 students. Dr. Lyman viewed graduate education specifically, and higher education generally, as currently being in a "chastened" state, after experiencing a long period of "societal favor" and expansion; Stanford, whose expanded graduate programs were largely shaped by this "boom" period, also experienced the shocks and dislocations accompanying its demise, including student disruptions in the late '60's and the fiscal shortfalls of relatively uncontrolled growth.

While stressing his belief that the university cannot, and should not, turn to the Federal government for "solutions" to its problems, Dr. Lyman did voice several pleas specifically directed to the nature of the Federal role in graduate education.

"Just as the classes are graduating that entered undergraduate education in 1968 and 1969, when most of us undertook our major commitments toward affirmative action, (the nation is) saying in effect that graduate and professional education may be a drug on the market and we are going to slow down mightily the support it gets from Washington.

"Yet minority students are, if anything, more anxious to go on to graduate schools than others."

"Whether or not we have 'too many' PhD.'s in this or that field of study, I think it is impossible, and a travesty of social justice, to maintain we have enough black and brown and female PhD.'s.

"Federal policy had better find ways to save us from any such inequity. For that is one area where, try as we may and will (at universities), we cannot do it all by ourselves."

Lyman said that cutbacks in graduate programs, particularly those for PhD.'s, "are tending to occur in some of the best established and proven programs and institutions, rather than in those most newly established and often thinly manned and equipped." The number of new PhD. students in history at Harvard this year, for example is less than half the total there in 1965-66.

"Graduate education should bear some reasonable relationship to anticipated opportunities for eventual employment," he said. "But federal policy over the last two or three years has tended to exaggerate the degree to which we can, in fact, anticipate what job opportunities of the future will be."

Manpower projections should be improved and these should play some part in federal policy but "we (should) proceed with humility and moderation based on the experience of the past," he suggested.

Just as the country rushed to establish an enormous federal role in graduate and professional education in the late 1950's and 1960's "so we may now rush out of it" without sufficiently weighing the consequences, he noted.

"Moving to assure access to higher education in the pre-baccalaureate years. . .is good, but it ought not be accomplished at the cost of turning off the power entirely at the post graduate level."

"Research teams break up; patterns of graduate education are warped or torn asunder; the individual student's ability to plan ahead is further damaged in a world quite confusing and fast-changing enough without this added element of instability in federal policy."

By far the most important change at Stanford as a result of the "traumas and tragedies of the late 1960's" has been the increased diversity of the student body, Lyman said. Where there were fewer than 100 blacks, chicanos, and American Indians here in 1965, there now are over 850. In a period of gradual enrollment growth at the undergraduate level, the number of women students has increased 41% since 1965-66, while the number of men declined by 4%.

The troubles of the late 1960's have left higher education "in a considerably chastened state," Lyman said. "The old unquestioning self-confidence is gone."

"The clear and unclouded conviction that what we are doing is important and will therefore be supported is gone. Most of us still do believe our mission is important. But we're not so sure the rest of the country thinks so and we are obviously worried about this support."

"By no means all of our doubts center on Washington. . . .. We know that many of our problems are either entirely ours, or in large part ours, to solve."

The Provost and his top aides for graduate studies and research then expanded upon Lyman's remarks, describing the degree of interaction and involvement between graduate and undergraduate-level education at Stanford, and the importance of the criterion of "potential student interest" utilized by the University in the selection of sponsored research projects. A survey of student attitudes was described which indicated general satisfaction with the quality of classroom instruction, but considerable dissatisfaction with the nature and extent of--or lack thereof--out-of-class interaction with the faculty. With respect to the Federal role in sponsoring research, concern was expressed that certain contemplated procedural changes initiated by the government, particularly with respect to the setting of indirect cost rates and guidelines insuring the adequate "protection of human subjects", would have the indirect effect of impairing the quality of research projects.

3. Brief sessions were held on the topics of on-going curricular experimentation and the status of education for the disadvantaged at Stanford. With respect to the former topic, it was suggested that student preferences may be beginning to swing back to more structured, career-related course offerings. Roughly 10% of the undergraduate enrollment are members of minority groups, predominantly Black and Chicano; obviously, a disproportionate share of student aid (which derives primarily from non-federal sources) goes to minority group students. While preference in the admissions process is clearly given to minority students, there are no significant differences between their academic performance and that of other Stanford undergraduates. However, considerably more efforts were perceived as needed at graduate levels, particularly for the relatively few Chicanos enrolled in post-graduate programs.

4. The evening was devoted to a consideration of the status of private higher education more generally in the State of California, with four presidents of other California colleges joining the group for dinner and making presentations afterward.

Friday, November 30

1. After a breakfast session with a number of graduate students, Stanford's Affirmative Action officials described the nature and status of the school's program in this area, particularly with respect to the employment of staff and faculty. While 60% of the University's entire staff is composed of minorities and women, the

composition of particular units varies considerably. Consequently, and in view of the fact that most hiring is controlled at the sub-university levels, the primary thrust of the University's efforts in this area is to "educate" department and other unit heads on the purposes and means of achieving more equitably-balanced staffs. At the faculty level, when compared with estimated proportions of doctorate-holders on the national scale, the ratio of minority and women faculty members at Stanford is favorable in most departments. Since considerable importance is placed on the "role-modeling" function which minority and women faculty members can play, both in their teaching and advising roles, however, it was indicated that Stanford is still actively recruiting such faculty.

2. Individual group members selected one of three pre-arranged field visits to the Medical Center, the Engineering School (Energy Research Program), or with faculty sponsors of an experimental humanities program. While notes are not available from these field visits, seminar participants seemed particularly enthusiastic over the value of these sessions.

3. Friday's luncheon and afternoon sessions shifted focus somewhat, away from Stanford University per se, toward a renewed consideration of private higher education generally, and the roles of the State and federal governments in providing support for same. The guests included members of the California Assembly and its legislative staff and officials of the State finance department and the State University and Colleges system. As on the night before, there was general agreement (1) that private higher education in California (educating 10% of California's students) ought to survive and flourish, and (2) that it may well not. Some prospective vehicles for government aid to education, particularly student aid in the form of "portable" grants at the graduate level, and undergraduate aid related more closely to tuition levels, were discussed and generally supported. Other vehicles--loan programs and direct institutional aid--when viewed as potential primary forms of public assistance, received considerably less general support from the panelists.

--Reported by Chuck Bunting
(40 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"The Fashion Institute of Technology and the College for Human Services"

February 15-16, 1973

The Fashion Institute of Technology, located in the heart of the fashion district of mid-town Manhattan, was started in 1944 to meet the demand of the fashion industry for professionally trained people. In 1951 it became one of the first of New York State's accredited community colleges.

FIT operates out of a recently constructed nine-story building -- with a ten-story dormitory for first year students located across the street. Five additions in the vicinity are underway or are in the planning stage.

FIT's enrollment totals 6,500 in day, summer, and evening sessions. Because the school is not limited geographically in its selection process, students come from all over the world; most, however, are from metropolitan New York. The school "actively engages in recruiting" minorities, who now account for 25% of the student body. In addition, efforts are being made to cut down the built-in cultural barriers against men who now constitute about 25% of the student body, mostly in the business and technology courses. In our classroom tour, there was a noticeable lack of men in the fashion and design courses.

The school offers one and two year programs. The two year program leads to an accredited AA degree, with specialties in design, management, advertising, industrial engineering, merchandising and other fashion-oriented fields. The students in the one year programs for the most part come from four year institutions for technical training in the fashion industry. In the two year program a moderate dose of liberal arts is required. FIT has a strong program of extracurricular activities for all students.

Admission to FIT is competitive, and relies on the usual high school grades, SAT scores, interviews, and recommendations. However, greatest weight is placed on portfolio evaluations and other evidence of creative ability. FIT foregoes poor performance in high school and on SATs if the applicant seems unusually talented. This is particularly true if the student seems suited for one of the school's areas of specialization (advertising, design, business, or industrial technology). In practice, students apply through the departments (Art and Design, and Business and Technology) which have their own admission committees.

Once admitted, students select one of four major areas of concentration, following a core curriculum where most all of the course work is required. There seems to be significant interaction between the curriculums so that an FIT graduate gains at least an elementary understanding of the process as a whole.

Tuition is about $460 per year (out-of-state students pay twice this much, with varying rates for summer and night sessions). Dorm residents pay $760 per semester for room, board, and twenty meals a week. Scholarships are available, though limited, in Education Opportunity grants, New York State Scholar Incentive Awards, Regent College Scholarship, Work Study and tuition grants, funds provided by the Education Foundation and loans through NDSLP.

FIT derives most of its funding from the City of New York and the State, which share about 2/3 of the annual FTE cost (estimated at $2700 per student). The student and other private financial resources (scholarships, etc.) add the additional 1/3. Private support is channelled through the Educational Foundation of the Fashion Industries, which provides student financial aid and educational liaison between FIT and the fashion industry.

The school places a heavy emphasis on placement. Its placement office functions to "develop job opportunities". It counsels on career plans; maintains a vocational library; counsels on job adjustment problems; and provides follow-up studies on FIT graduates. The school has made a commitment to find employment for their graduates and seems to make a serious effort at it (more on this latter).

Comments and Discussion

Most of the ESS participants went away from their day-long session greatly impressed with FIT and its accomplishments. Notwithstanding, my perception of FIT's somewhat confusing statistical data, students appear to have little or no trouble finding a job. Interesting to note is that married women (who account for the majority of the "unemployed") also have little trouble finding employment through the school's placement office.

Students appear to be unusually motivated and directed (in my conversations with several students, none voiced more than the pettiest dissatisfactions). Most appeared certain that their certificate would get them at least a foot in the door. (While admitting it was hard to generalize from talking with a few students, most all the ESS participants had the same impression.)

The school is also well staffed, with highly qualified professionals from the fashion industry. In fact, the school was so impressive that an ESS member asked, quite bluntly, in the after-luncheon question and answer session, "Is there anything wrong with this place?"

Problems arise in trying to apply FIT's experience elsewhere. For one thing, FIT is in an unusually favorable environment to accomplish its task. The school's location in the heart of its centralized client industry is ideal. It serves an industry where the profit margin is small, the cost of on-site training would be prohibitive, and where there is a constant demand for young, well-trained professionals.

Perhaps a key element is the high level of industry involvement. In addition to financial and physical resources, the fashion industry provides many instructors and is directly involved in curriculum development. Top professionals in the industry are continually volunteering their time and efforts to review curricula, teach classes hold seminars, and critique and tutor pupils. Underlying these efforts is the fundamental fact that the industry needs the school for its own health.

The elitist, creative nature of the industry lends itself to a diversified curriculum that would appeal to the artistically minded student. The courses range from fashion display, life drawing, painting, advertising design, to textile science, photography, and marketing management.

A third factor is that the school can be selective in its choice of students, and although it makes concentrated attempts to attract minorities, it nevertheless caters to the middle class who can afford the cost (which in New York is expensive) and who have had previous access and exposure to the arts. In addition, students who select FIT are usually motivated and directed, and as a result the drop out rate is low. There is little need for much in the way of remedial training, although FIT offers reading and math skills to students who need special assistance in these areas.

These are the most obvious reasons why FIT cannot serve as a model for vocational training in all industries. Nevertheless, there are a number of general lessons which can be learned. FIT further confirms the notion that industry involvement is the critical factor in successful voc-ed programs.

Part and parcel to this is the fact that FIT fulfills a recognizable need in its client industry. The vital link may seem obvious but recent criticisms of traditional vocational education programs as "expensive shots in the dark" would not have been raised if the link had been followed in all programs.

The question arose in the question and answer session as to just where else the principles of FIT could be applied, if at all. The auto industry was mentioned as one possibility, as were some "software" industries. (The trip the following day to the College of Human Services, which train para-professionals in social work, provided a marked contrast, although the same basic principles were being roughly applied.)

--Reported by Nathaniel Semple

On Friday, February 17th, we visited the College for Human Services for a morning discussion of the past, present, and future directions of the institution.

C.H.S. began operating initially as the Women's Talent Corps in 1966 under a $314,000 grant from the Office of Economic Opportunity. C.H.S. was chartered by the Regents of the State of New York in 1970, permitting the College to issue the same Associate of Arts degree available at the State's community colleges. It has been a specialized institution offering a subsidized two-year work study program which prepares inner city adults for careers as "new professionals" in the human services.

From its inception, C.H.S. has viewed inner city adults as having untapped talent to fill skilled jobs in the nation's undermanned human service agencies. In an effort to develop this talent, the College does not require high school diplomas for admission, although it is by no means an open enrollment program. C.H.S. does test applicants for math and reading ability. In addition to these examinations, personal interviews play an important part in admission with C.H.S. counselors assessing the applicants' awareness of community, hospitals, schools and life experiences which might constitute meaningful tools for further development.

Students at C.H.S. spend 50 - 60 percent of their time working as teacher and social worker aides in schools and the department of social services. The remainder is spent in classroom participation structured to compliment the work experiences.

About 700 students have attended the College; 157 have been awarded the Associate of Arts degree and an estimated 95 percent are presently employed in para-professional positions in the human services.

The College receives 80 percent of its annual budget of over $1 million from Federal sources, and the other 20 percent from private foundations and the State. A large part of these funds go into special operating monies, half of which go to students in sizeable scholarships on a weekly basis.

This is the College of Human Services as it has operated since 1966. Today, there is no incoming class scheduled to arrive. The College is closed to new enrollees as it plans its conversion into the country's first professional institute designed to produce fully qualified professionals in the field of education and social work in two years. The new institution is supposed to spearhead a redefinition of what it means to be a professional in the human services, establish a performance-based assessment in these professions, and serve as a model for similar structures to be developed elsewhere in the country.

Unfortunately, the planning does not seem as complete as it should be to this observer. This lack of preparation created several problems for our ESS visitors. First, it left the College administrators ill-equipped to answer some very basic questions such as "what are the qualities of the 'new professional' which allow this person to receive a M.A. in two years, often without a formal academic background, as opposed to meeting the traditional M.A. requirements?"

Perhaps a part of the answer lies in "the new thrust in things which have not been tested -- abstracts associated with social services," according to the College's President.

Although ESS participants were shown segments of a videotape discussion among C.H.S. faculty, students, and representatives of employing agencies, its effect was minimized because the tape itself was incomplete. This was unfortunate because it gave a greater sense of disorganization to an institution which has demonstrated to ESS participants in the past how well the institution has operated and just how important it has been in the lives of its students.

Following are some of the questions raised by ESS participants.

1. Q. At one time, the College was actively seeking authority to award the B.A. degree. This was prior to receiving the A.A. authorization. Is the attempt to obtain the M.A. degree an effort to arrive at the B.A.?

   A. No, the M.A. is being sought because of its importance as a required credential in the areas of teaching and social work.

2. Q. What is the research base for assuming a new position?

A. The level of performance of graduates of C.H.S. has been found to be similar to that of traditional institutions.

3. Q. What expectations are there for competitiveness in state or national examinations for C.H.S. students?

A. C.H.S. will seek a waiver of written tests for its graduates.

Our visit raised several questions which were not fully answered in our discussions with C.H.S. staff. Two which were representative were:

1. Q. What level of performance does C.H.S. guarantee that traditional institutions do not guarantee?

2. Q. What is the College now doing to further develop individual performance?

There is no question in my mind of the College for Human Services' ability to accomplish the goal it has chosen for itself. Its very growth has been based largely on innovation. Hopefully, with the months ahead for further planning, the institution will once again be able to validate its agenda.

--Reported by John Warren
(30 participants)

"Recap Session:

The College for Human Services"

March 20, 1973

A month after our visit to the College for Human Services, our group assembled at the Institute for Educational Leadership to discuss some of the unresolved issues raised by our field trip. Our discussion centered on four areas. First, what are the social change objectives of the College? Second, what are the individual ranges of performance which can be expected from College graduates because of their specialized training? Third, can the program be replicated in other areas? Finally, what degree of risk-taking are CHS students involved in? The fourth issue had been a major question in many of our participants' minds during our visit. CHS supplied a statistical document explaining student performance and background which was most helpful.

The questions of ESS participants at this recap session did not relate to the past performance of the College. Statistics on the type of clientele served by CHS (over 4 out of 5 either unemployed or welfare backgrounds with less than 1 in 5 attrition rate and 92 percent permanent employment for graduates) demonstrate the significant contribution made by CHS in the New York area.

Social Change Objectives

Several of our participants wondered whether the goal of CHS was to change human services institutions or to change the student's chances for economic success. CHS would answer both. The greater emphasis appears to have been on changing the life-styles of its students. This, in fact, may have a great indirect effect on the institutions in which students serve. After a careful definition of the job and a consideratio of experiential skills of the students, the CHS program helps students gain the necessary self-confidence to carry on within a human services institution. Thus, persons are changed and institutional change may follow indirectly.

Several questions were raised on the relationship of theory and job applications to traditional master's programs. One participant commented that it was strange to hear professionals, who had been trained in all sorts of areas and who had become educators by chance in the Federal government, talking about the value of their theoretical background in their educational preparation.

CHS uses two types of training for the students; classroom and experiential models. The experiential mode helps to validate life experiences in an organized manner. This allows persons who would not normally be working in a professional field to validate some skills and attain others. The CHS degree helps get people "through the door" to a job which normally requires increased levels of standard credentials

Several participants questioned the notion of four-year degree training for anyone for a specific position. Credentials can get one an interview and a position, but essentially, most of our credentialling systems require large amounts of on-the-job training after one gets the credential and the job. The College for Human Services seeks to change that cycle for a very specific class of persons.

The impact of institutional structure is obviously minimized no matter how well the new professional is performing if that professional has lower credentials. CHS graduates can find roadblocks with only an associate degree. The proposed Masters may help alleviate those roadblocks.

Individual Performance

ESS participants had a great deal of interest in what kind of improvements had been made in individual performance by CHS students either on the job or in academic areas. They were also concerned whether CHS graduates react better to situations in the human services area than someone who has not had similar "on-the-job"-training. On-the-job performance was also examined from two directions; first, in the area of acclimating the CHS graduates, to the organization which he or she is working for and, second, in providing services to the clients of that bureaucracy. Many of the participants saw the CHS graduate as almost an ombudsman serving as a translator between the clients of the agency and the agency itself.

There was some question in one participant's mind whether regular professionals would accept the "new professionals" on the job. Several areas of normal staff activity (report writing, policy making, going out to lunch, and other activities which integrate the regular staff socially) may not be opened to CHS participants.

There was also question whether CHS graduates would be trained on a broad enough base of skills to adapt to new professional areas. A strong criticism of many training programs which divide up professional skills into "new professions" is that the training does not allow the person adequate lateral mobility to go into other areas as job needs or wants change.

Replication

What elements of the CHS program are either new or innovative which could be duplicated in other areas? Some elements of the CHS program are obviously not new. Many are present in vocational-technical education where skilled specialists teach students a specific skill. The relationship of job taining to job performance begins immediately. The change from the traditional vocational-technical model comes when CHS seeks to credential its graduates (most vocational-technical programs do not).

In our early visit to the College for Human Services, many of the participants commented that what they were seeing in the morning classes was not very new. Classes were traditional in their structure. What was new was the class of clients that the school was serving.

CHS may be viewed as a hybrid of on-the-job training which includes many elements of vocational-technical education. Vocational-technical education has not offered much in the human services area, except some very limited health fields.

A basic question related to CHS, despite its successes in the New York area, is; can it be replicated in other areas of the country? Some of our participants questioned whether New York's ghettoes are duplicated elsewhere. The conclusion of this meeting, however, was that the elements of serving a welfare clientele for college-level training can be replicated. Large concentrations of low-income families in New York City are present in most of our major central city areas. New York may in fact have some unique problems which other cities might not have, including strong unionization of human services personnel.

A criticism of the CHS program related to its possible replication was voiced by one participant who felt that CHS "creams" the best students off the top. Our group censensus seemed to be that this kind of practice was not unique. The best colleges, adult education programs and MDTA programs which are successful, are all "creamers" to an extent.

Risk-Taking

A question raised at our visit was: is the College for Human Services using its students as "guinea pigs?" One participant remarked that the class of students attending CHS have a great deal of freedom because of their relative position in society. In essence, to quote a popular song, these students have freedom which is "the thing you have when you have nothing else to lose." Their alternatives are not as wide as ones open to affluent students. If the students are getting the skills to compete with traditional professionals--and it seems from experience that they are--then CHS is a program very worthy of duplication across the country.

Audrey Cohen suggested that one reason CHS has proposed the master's degree is that the associate degree didn't give the new professionals adequate mobility after completion of the program. In essence, a master's seems the essential credential in the human services field.

All of our participants reemphasized the true value of the College for Human Services program in taking a high-risk population, training them with employable skills and getting them jobs. Those contributions to the world of postsecondary education can and should not be underrated. The Chinese use a single character to represent both danger and opportunity; the CHS Master's Program seems to present similar paths.

--Reported by Jonathan Brown
(10 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"Vocational-Technical Education in Ohio"

May 17-18, 1973

Center for Vocational and Technical Education

Our first stop was the Center for Vocational and Technical Education at the Ohio State University. Established in 1965 the Center employs over 180 professional staff members. Dr. Robert Taylor, Director of the Center, stressed the interdisciplinary composition of the staff which includes 51 persons with vocational and technical backgrounds, 68 from other education fields, and 69 from non-education fields, such as psychology.

The Center was originally established with Vocational Education Act Research funds. Its activities were later moved to the Office of Education's National Center for Research and Development. Now all activities come under the National Institute of Education.

Dr. Taylor and his staff described three major activities currently underway at the Center: 1) Research in career and vocational education; 2) development of the school-based comprehensive Career Education Model and; 3) service as the ERIC clearinghouse for vocational education.

Career and vocational education research is being carried out through five programs: 1) Cooperative development of performance-based professional curricula for vocational education personnel; 2) instructional systems design 3) a career planning support system; 4) diffusion strategies for career education; and 5) information, evaluation, and planning systems for vocational education.

During the questioning which followed presentations on the various research projects, it became clear that while some informal input has been solicited from other areas of the education field, the Center is working in virtual isolation from any complementary research in the non-vocational education community.

In the afternoon the group observed a career education lesson in a first grade class. The lesson was the last in a series on "Water Works and Water Workers". Teacher Linda MacFadden showed the class a slide film on the job of the chemist, conducted some actual tests on polluted and unpolluted water, drilled the pupils on some related vocabulary, and helped the children conduct some experiments of their own. The class then broke up into four groups, each of which played with some accoutrements of a particular job in the waterworks occupational cluster. Since this was the last lesson in the waterworks unit, the class was polled as to their preferences among the occupations they had studied. The results were as follows: chemists 11, meter reader 4, construction supervisor 4, and plumber 2.

The Center staff is not worried about the possibility of an early emphasis on career education leading to premature tracking of students. They say that early introduction to careers are presented in broad categories of "goods" and "services" with upper grade categories becoming more narrow. No attempt was made to reconcile the apparent contradiction between this statement and the specificity of the first grade lesson just demonstrated.

State Department of Education

Mr. Byrl Shoemaker, State Director of Vocational Education, was the featured speaker at a banquet in Columbus on Thursday night. Shoemaker said that the decline in real output by U.S. workers has damaged America's competitive position in the world. He called for strong Federal leadership in education saying that the $1 in every $8 of Ohio vocational education funds that comes from the Federal level is disproportionately influential in determining changes in the direction of all vocational education dollars.

Shoemaker said that the career education program in Ohio has four stages. After general "career awareness" introduction in lower grades, students in the 7th and 8th grades receive a broad "career cluster" orientation. Pupils in grades 9 and 10 are free to investigate career choices in whatever areas interest them. Those students aged 16 years or older receive specific career preparation, including a new "preprofessional" program.

During the question period, Shoemaker and his staff said that while all programs are open to both boys and girls, it is not the job of the school system to change traditional perceptions of occupational stereotypes.

Clark Joint Vocational School and Technical College

In 1967 Clark County and the City of Springfield joined in the launching of the Joint Vocational School and the Technical College.

The project is supported by a 1 mil operating levy and a .5 mil building levy.

The vocational school offers the standard fare of course offerings in its new facilities. Superintendent Dick Brinkman said that the greatest problems they face are the frustrations of Federal and State planning and appropriations vagaries.

The vocational school does not currently enroll any handicapped children in the regular school program. They do have a special program where handicapped students come to the JVS for four hours after their regular school day. Don Watson, Director of the vocational school, said this program has not worked well, however.

After a lunch where we heard the Mayor of Springfield (who is also a member of the Technical College faculty) and other local citizens praise the JVS-Technical College and describe its historical roots, we had the opportunity for a brief look at the Technical College. The College grants AA degrees in the areas of agriculture, health, business, engineering, and general studies. The student body totals 987 students, 15% of whom come from the JVS. The job placement record of the College has been very good. An estimated 15% to 20% of the graduates go on to a four-year institution.

Reported by David Groton
(12 participants)

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EDUCATIONAL STAFF SEMINAR REPORT*

SYNANON: A SOCIAL EXPERIMENT

Visits to Four Synanon Centers in San Francisco, Oakland, and Marshall, California

May 23-25, 1973

Synanon Foundation, a nonprofit California corporation, has grown in 15 years from a small group of addicts to a full-fledged social movement, complete with moral values, patterns of child rearing, a microeconomic system, etc.

Although Synanon is deeply involved in getting people off the drug habit, the community characterizes itself not as a rehabilitation center for addicts, but as a dynamic educational process in which any individual can learn to live more comfortably, unfetter himself from rigid thinking, and come to terms with reality in such a way that his life takes on fuller meaning and purpose.

The primary vehicle for this educational experience is The Game.

The Game was derived from intensive discussion groups held by Synanon founder Chuck Dederich and about 30 addicts who formed the first Synanon House in Santa Monica. The Game has continued as the core of every major aspect of this rapidly growing organization. Once called the "synanon", it was aptly renamed The Game -- an enjoyable often demanding pastime which pits a person against opponents. No two Games are the same -- members and style always vary. Usually, about a dozen persons play The Game, acting as mirrors for each other in which the individual glimpses himself as others see him. The intense, free expression of feeling which allows this new perception usually receives its impetus from an experienced player who has learned techniques of attack and defense to increase involvement and enjoyment of the contest for everyone. However, there are no predetermined leaders in Games. A well-read, articulate, or humorous person is most likely to assume leadership and then lose it to another who outdoes him. Synanon Games are fast-paced and exciting, with frequent wild accusations, screams of rage, and peals of laughter. Each person's dignity demonstrates the sportsmanship necessary to the Game. Brittle, carefully preserved self-images slowly gain flexibility in the course of examination and defense.

The Game does not demand truth, yet its participants often leave with new understanding, new subjective truths. It is not attack therapy, although it does allow strictly verbal attack. Nor is it group therapy, even though players may derive some therapeutic benefits. Game structure precludes the formation of contracts or deals, "look good" insights, and other elements common to group therapy. It does provide intense, vicarious living experiences. In short, residents of Synanon play The Game for its own sake, because they enjoy it as a form of "intensely concentrated life."

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*The reports of ESS activities are published for the benefit of ESS participants. These reports are for informational purposes only and do not constitute an endorsement of particular educational policies or practices.

The group's first stop upon arrival in San Francisco was at the Synanon Research University. Although hardly a "university" in the sense that many of us think of such institutions, this unconventional facility--a former paint factory-- is the principal site for the transmission of learning in the Synanon community. Among the facilities we viewed here were the film laboratory, the library, and an educational facility for children of Synanon residents.

It was also at the University where we first learned about the makeup of Synanon society. The community is composed of two major divisions of residents--most are former addicts of either drugs or alcohol, and "life stylers". The latter are persons who have chosen to live the Synanon life style, even though they are not now and, in most cases, never have been addicts. Persons in this latter category whom we met during our stay included physicians, a research psychologist, teachers, a sociologist, and a plumber. In short, anyone might be a life styler, participating in The Game and contributing his mite to the welfare of the community.

Our host transported us about 60 miles north of San Francisco to the Tomales Bay facility where we would spend most of our remaining time. This facility is the nerve center of the Synanon Foundation and serves as the distribution point for food and other commodities necessary for survival. It is also the residence of Chuck Dederich, the Founder.

The group had a chance to meet Chuck (as he is universally called) for the first time that evening as we watched our first Game.

I suspect that some of our group may have been somewhat taken aback by having this great bear of a man roar something about dozens of bureaucrats coming to Tomales Bay and not having changed a thing. After all, we were "educational policy makers," used to being treated with a little more deference.

Utterences in a similar vein continued for perhaps fifteen minutes before we finally began to understand that "The Game is the "time and place to say anything you want to without getting punched in the nose." (As a matter of fact, violence and threats of violence are violations of cardinal Synanon rules).

Note: Portions of the above Game as a description of the institution are taken from an NIMH description of Synanon contained in the 1968-1969 Directory of Narcotic Addiction Treatment Agencies in the U.S.

--Reported by Richard Hastings

Other Observations:

1. While drug addicts are largely its intake, Synanon is first a philosophy and a way of life. It makes no claims to a "treatment" theory, but says the way of life makes those (who stay) "clean." Success is measured in "clean man days" - 375,000 last year.

2. It is a total community for some 1,500 residents, including housing, clothes, toothpaste, cars, a fire department, fleets of trucks, schools, recreation retreats, industries selling to the outside world, medical and dental facilities, its own waste treatment plant of Tomales Bay, and on and on.

3. It is the opposite of "long hair," "hip", and permissive. In dress, additudes toward authority among the young, control over feelings, work ethic, etc., it is more the 1950's than the 1960's (a gross over-simplification of course).

4. It is communal living, with children in separate quarters, and parents visiting them or taking them to their quarters for periods. The teachers are very articulate, and self-confident about what they are doing. "Education" is designed by Synanon, and the teaching is by a community of people much larger than the formally designated educators. The very young are cared for by a large number of adults over the course of a year.

5. There are two states of being: "on the floor" and in the "Game". The distinction is clear and the most significant aspect of the community.

> The Game - A group discussion (in a circle) where complete freedom of expression exists (except physical violence), including screaming, swearing, lying, "ratting" on your friends. People are "indicted" for their conduct and defend themselves. All kinds of problems are brought to the game -- personal, work, and kind of behavior "on the floor."
>
> The Floor - All time outside the game. Cooperation, politeness, smiles, and the suppression of hostilities and hurt feelings.

6. The most obvious fact ot these two worlds is the accommodation of cooperation and conflict, and an institutionalization within proscribed times and settings. (No attempt to interpret, just to generalize from the Synanon vocabulary.)

7. The game enforces (and defines) community norms, through the forceful expression of approval and disapproval of conduct (mostly the latter-praise is left for the floor).

8. This is not a "professional" approach -- ther are no psychiatrists. From my personal reading in the field, I do not find it inconsistent with psychoanalytic insights of Rollo May, Freud, and more recently, Janov. (Although I am in no position to make an authoritative comparison). It is not consistent with treatments that are wholly "supportive" of the ego.

9. Synanon people say it boils down to honesty and openess in all matters. (The games can be heard by the entire community on a T.V. channel.)

10. High school education is on the model of school/experience interchange.

11. Work is on the "cubic day," 14 days straight of work at 12-14 hours per day, and 14 off.

12. Job changes and new training are frequent and expected. "Continuous education" is expected.

13. Length of stay, combined with success in work, determines the degree of the amenities made available (food, quarters, privileges).

14. The community norms are such that work and education are equally valued. Competence is recognized, and "food service" is a highly respected job. (Food is well prepared, and competently and graciously served.)

15. The "Former" drug addicts (dope fiends as they all call themselves) go through a series of defined steps, starting with game playing and work at the "Newcomer" facility, and then to "Boot Camp," if they make it.

16. More and more non-addicts ("square") are living at Synanon, working inside and outside. They compose some 15 percent of the total community.

17. The creative people are given time to pursue their interests, and develop a cultural life for the community.

18. "Health" as opposed to treating the sick, seven doctors will operate a preventive program.

19. Smoking cigarettes has been outlawed in Synanon (they lost a few members as a result).

20. A research institute and "university" is under development.

21. Synanon "works" for those who stay there. Beyond that truism, there is little one can say because there are no statistics on those who leave.

22. Synanon is now interested in research, and has a small amount underway.

23. Fuller, Emerson, Lao Tau, and Dederich (the founder) are Synanon"s major heroes.

--Reported by Paul Barton

Day 2 -- Thursday, May 25, 1973

Our second day began with two characteristics of our Synanon visit: the scarcity of water (Synanon showers), and the overabundance of food. After gorging at breakfast, we broke up into groups of four or five ESS participants and two or three Synanon guides and proceeded to tour the Synanon facilities at Tomales Bay, Walker Creek I and II, and the Home Place. This report covers what my group visited and some observations of my own on the Synanon Game.

Our guides took us first to the infirmary in the old Marconi house. The infirmary appeared to be a well-equipped, well-staffed medical facility capable of handling most outpatient health services plus some minor surgery. The staff consisted of two MD's, one RN, and several paramedics who have been trained to handle the daily sick call. It was here that we learned of the new medical experiment to begin in July. Synanon was in the process of beefing up the medical staff to seven MD's, who will donate their services, develop a community medicine approach to Synanon's medical needs. One MD will remain at the Tomales Bay facility, one at Santa Monica, and the remaining five will work out of Oakland on special projects. These projects will range from determining the nutritional needs of the Synanists, to controlling epidemics, to determining the medical effects of communal living. The doctor among our guides was understandably excited about the prospects of working on such a project within a controlled community such as Synanon.

We then visited "Synanon Industries," a huge warehouse-type facility which triples as a kitchen and dining hall. The industries market well-known (Sheaffer, Parker, etc.), advertising specialities, such as pens, tape measures, luggage, etc., to businesses across the country. The headquarters of Industries is at Tomales Bay, with telephone teams operating at Oakland and Santa Monica, and sales teams operating around the country. Last year, we were told, after operating for 8 years, the industries did a $6 million business gross.

Another means of support for Synanon is a system of hustling, by which Synanists contact other businesses and solicit needed items: foodstuffs, medical equipment and supplies, vehicles, clothing, toilet items, and anything else needed for the day-to-day operation of the Foundation. Anything hustled in excess of needed amounts is donated to other needy institutions. Hustling facilities are also housed in the industries/kitchen/dining hall facility.

We then boarded a "jitney" (an 8 passenger bus purchased or hustled) and headed for the Walker Creek ranches. Walker Creek I and II are planned towns or villages located in the hills inland from the bay on land bought by Synanon in 1970. Walker Creek I is the facility where all heavy equipment is stored and maintained. Large butler barns are being installed to house the 120 residents planned for that facility. (Butler barns are large structures which are divided into sleeping rooms for families or domitory space for singles and a communal living room.) Walker Creek II, just beginning construction in a grove of tall pines right on the creek, will eventually house 50 residents. Both sites are located in the middle of rolling hills.

The jitney took us up to the main ranch, or the Home Place. It is given this name because it is the headquarters and home of the founder, Chuck Dederich, and his wife. The Home Place houses 350 Synanists including the class of seventy-five in the boot camp. The boot camp is very similar to its military namesake in that it is a transitional step between the intake centers and the rest of the Synanon community. At boot camp, the newcomers receive further indoctrination into the philosophy of Synanon and the game, and begin to learn a trade which can be useful to the community. The Home Place also houses a dining hall/kitchen, the well-equipped butler barn which serves as the central gaming room for stews (where we watched the beginning of an eleven hour stew), dormitories and family bunkhouses, and the secondary school. We unfortunately walked through the school at a time when classes were out. It normally provides classroom space for the 120 residents, eighteen and under, and appeared very well equipped. Quotations from Emerson were evident on most open walls, including those on which had been entitled "Ode to Watergate". We found the students in the dining hall where we ate another enormous meal.

After lunch, we reboarded our jitney and rode back to the Tomales Bay facility to see the immensely popular Infant Center. The Infant Center is the residence of nine Synanon infants, aged 7-13 months. It has a staff of eight, including some of the children's mothers, who see to all the children's needs. The entire structure is geared to the children: beds are on the floor, windows are cut low, toys are accessible, etc. One staff member told us that, because of the physical lay-out of the center, the staff never had to say no to the children. In addition to the children's sleeping space, there were two large playrooms designated as the large muscle workshop and the manipulative workshop, and containing the appropriate toys and equipment (mirrors, ramps, slides, etc.). The children are left on their own, with limited formal supervision to learn control of their bodies themselves or from the other children. It seems to work.

We finished our tour of Synanon facilities at the Hatchery, a rather unique experiment in child-bearing. An expectant mother and father move into the Hatchery during the eighth month of pregnancy. They have a room similar to the rooms in the family bunkhouses or caves (single room apartments) and live there until two to three weeks after the child is born. Then the father returns to their normal living quarters, the mother moves into the mother's dorm in the Hatchery, and the baby moves into the baby's dorm. For the next six to eight months, the baby is raised by all the new mothers and has a chance to interact with all the new babies. One mother is on duty at all times, sleeps in the babies' room, and sees to all their needs; from nighttime feeding to diaper changing. The off-duty mothers are then free to return to their daily jobs, in the community, spend time with their husbands, or simply get a good night's sleep. After six to eight months, the mother returns to her husband's living quarters, and the baby moves to the Infant Center. The Hatchery's facilities consisted of a large living room/kitchen space where father's can visit and help with the feeding or play with their children; a well-equipped workshop for the babies containing mobiles, mirrors, mattresses, and safe toys (the mothers try to keep out of this room as much as possible); the room for the expectant parents; and the mothers' and babies' dorms. It was all a very warm, happy setting where both mothers and babies learn from each other.

After a few hours off to rest and collect thoughts, and another huge meal, we gathered at the Cliff House for an un-cocktail party, Synanon movies and slides, and a question and answer session with Chuck. Several ESS'ers expressed an interest in playing the Synanon Game so Chuck arranged for the larger portion of the group to game with him. I returned to the Home Place, with a small group, to witness the last hour of the eleven hour Stew whose beginning we had all watched earlier. When we arrived at the Stew, we noticed that fatigue was beginning to make its mark on the players but they perked up somewhat with the arrival of a new audience. Of the remaining two indictments, one was a rather frank discussion of marital problems between a temporarily separated husband and wife team. They patched up some of their problems, the stew turned to a discussion of Synanon business, and broke up. We returned to Tomales Bay and caught the last few minutes of the ESS/Chuck game discussing the availability of Federal financial aid. The end of the game marked the end of our second day's activities.

Personal Observations on the Synanon Game

The Game at Synanon is a concept which I found very hard to grasp. After talking to a few Synanists when we arrived at Tomales Bay, I viewed (as did several others) the Game as a frightening, 1984-type method of total community control, or as a physchological crutch used in place of drugs and alcohol. The dichotomy between in the Game and out of the Game was something that many members of the group, including myself, found very hard to understand. We could not understand the "everything is beautiful" attitude outside the Game as opposed to the "attack/defend" attitude in the Game. After considerable discussion with Synanists and other ESS'ers, I have learned to appreciate the Game for what I consider its worth to the Synanon community: 1) it is the primary means of entertainment both for the participants and for the audience; 2) as the eleven hour Stew indicated, it is a legitimate means of ironing out potential or a real community problems, therefore government; 3) it develops a tremendous ability for oral communication in a group of individuals, many of whom had character disorders which had led them to use and abuse of drugs and/or alcohol and a withdrawal from communication with others; 4) it provides a forum for discussion problems between individuals, whether job-related, personality-related, or family-related. It remains, for me, however, something which is not removable from the relative safety of the Synanon community.

--Reported by Peter J. Gossens

Day 3 -- Friday, May 25, 1973

We spent Friday at the Oakland facility, after a bus ride down from Tomales Bay. The main facility at Oakland, once an athletic club, now serves as the chief intake center for newcomers to Synanon as well as living facilities for long-term Synanon residents. The facilities include a spacious dining room, swimming pool, women's and men's clubs with sauna and lounges. Residents live in single rooms or suites.

Our tour took us to the dental clinic, which serves all Synanon residents at the three nothern California facilities. The clinic emphasizes preventive dentistry through educating parents about nutrition. Synanon also has 7 "hired-in" doctors, non-residents, serving the community.

We sat in on the newcomer's seminar, held every day for everybody in Synanon less than 3 months. Attendance is mandatory. The morning we were there, Tom Patton--Synanon resident of about 10 years, ex-dope fiend, philosopher/critic/writer, publisher of Synanon's literary journal, and apprentice dissel driver, was leading the seminar. Patton was giving a series of talks on techniques of the Game every Friday; about 40 newcomers, assorted veteran Synanon residents, and a large (ESS) Washington contingent were present. Patton engaged the newcomers--a mostly black, male, closely shaven group--in a lively, humorous discussion of time-tested Game techniques: ridicule, exaggeration, appeal to authority, theatrics, polarization, and so on. The group also focused on the use of metaphors in the Game and how to build them.

Synanon also owns three apartment buildings in Oakland, housing about 300 people including 34 children aged 2-7. The school has children whose parents live at the various Synanon facilities, since the other facilities don't yet have their own schools for children from 2-7. Children's living quarters and the school rooms are grouped around an attractive open court yard and play area. The facilities included a room for dramatic play (complete with dress-up clothes), an art workshop, a dining room. The children sleep on the second floor, usually three or four to a room.

The school for the older children, aged 3 1/2 to 7, consisted of several connected rooms, open and spacious. A music corner had a carpet, record player, and piano. Elsewhere were two tables and chairs, books and play materials within children's reach. These children have 2 teachers or "demonstrators" as Synanon calls them during the day, and one at night. The demonstrators we met were credentialed teachers, hired in from the outside. Ironically, one was engaged in a custody struggle with her former husband--when she moved into Synanon, the court gave her husband custody of their child on the grounds that Synanon was a "degenerate environment."

For the younger children, 2-3 1/2, there are 3 regular staff people and one helper.' One parent serves as the night staff person. There were also two trainees, who were considered not yet ready to be left in sole charge of the children.

As we had found in the Infant House at Tomales Bay, the staff emphasized their interest in leaving the younger children alone as much as possible to develop independently and build strong peer relationships. Staff people engage in intensive one-to-one interaction with the younger children at certain times during the day--mealtime getting up time, etc. Toilet training is geared to each child's individual pace, with the younger children often learning from the older children. The staff is keeping detailed records on the development of the younger children as part of some in-house research on Synanon child-rearing practices.

Our visit to the school brought home again one of the most striking aspects of Synanon life -- that physical separation of families is a common and accepted way of life. We talked to many people from families where husband and wife were living in different Synanon facilities, or where parents were one place and children another. One of our guides, Rod Mullen, for example, lives in Tomales Bay, his wife lives in the main Oakland facility, and their small child is out at the school in the Oakland apartments. There seemed to be little unhappiness with arrangements like this, though the community is working toward a school for all ages at Tomales Bay so that young children can be with parents who live there. It is relatively easy to get back and forth between northern California facilities, so families split between two or three facilities may see each other once or twice a week, every two weeks, or whenever they want. Synanon's close knit community and peer-oriented child rearing practices are evidently shaping a new kind of familiy structure, in which members of the family are much less dependent on each other than the typical modern American nuclear family.

The Synanon visit ended with a wrap-up session for all ESS people and the Synanon people who had been our guides for three days.

The meeting began with a status report on Synanon research plans. Synanon had recently decided that it was time to document systematically the progress of Synanon's many experiments, and to disseminate the results both inside and outside the community. Research has already begun in drug rehabilitation and commual child-rearing, Liz Missakian, for example, has been studying child dominance patterns in very young children. San Francisco County's Sheriff and his deputies moved into Synanon for a month to observe Synanon techniques, and a Synanon group played the Game with inmates in San Bruno prison, documenting the resulting changes. Preliminary documentation has begun in other areas. Synanon researchers now want to expand their work in ways that can't be done without more funds for equipment, staff, and dissemination. This has led to a decision to seek research funds from the outside, and to invite outside people to serve as "transfer agents" exploring the applicability of Synanon practices to the outside world. Synanon patterns have implications for child care centers, work patterns, schooling, vocational education and so on.

Liz Missakian discussed her research on the stability and predictability in the social organization of Synanon-raised children aged 6-18 months. She reported finding that social organization of these young people is stable, and that peer socialization is an important element. She said this kind of research, using the method of ethology, has not been done with children so young.

Steve Simon, who came to Synanon 5 years ago as a Ph.D candidate writing his dissertation on the Game and stayed on as a member of the community, said he does think it's possible for outside researchers to live within the community to do research on it. They would have to abide by community rules, including playing the Game, he noted. Several of the Synanon social science life stylers expressed strong interest in collaborating with outside researchers.

The Synanon group presented several papers sketching several different research projects the community would like to do and needs funding for:

1. A study of newcomer rehabilitation within the community, using the concept of the "clean man day" - 1 former character disordered person living 1 day without drugs or alcohol. (ESSers queried about the multiplier effect--the results of people who have left Synanon setting up their own Synanon-style drug rehabilitation programs.)

2. A study of the "interface" (work/study) program for high school students. Synanon wants to expand their current project, which is already operating on a fairly large scale. They are interested in documenting its effect on job competency and on the work place itself. More experimentation with work patterns is envisioned.

3. Establishment of a visual learning center at Tomales Bay, focused on visual and perceptual problems of character disordered and normal young people. The center would experiment with visual training techniques already beginning to make promising gains.

4. A study of the effects of non-nuclear family rearing on children. Most research in this area has concentrated on institutional rearing, but little has focused on multiple parenting. An interdisciplinary approach to the research is planned.

5. A two-year pilot planning process to define the parameters of health in the community, standardize health records, moving to a 5-year study on health. Bill Gerber noted that it is extremely difficult to practice community health--doctors are trained in disease, not health, in most places it is impossible to define "community," and ways must be found to motivate the community toward health. The project would include training paramedical personnel, beginning with high school students, community education, definitions and measures of health, an emphasis on prevention rather than cure.

An ESS participant asked for intake statistics. 1,000 people a year come in--now about 68% character disordered, 13% other (including children of character disordered people). Many stay only briefly.

In February, 1968, 5% of the residents had been in Synanon over 5 years. By January, 1973, the percentage had risen to 19%.

Currently, of 241 residents of 5 years and over, 173 are character disordered, 68 life stylers and children. Of 374 residents of 1 year and under, 234 are character disordered, 141 are life stylers and children. Last January, Synanon took in 600 character disordered people from New York City.

Rod Mullen discussed the high school "interface" study, noting that one reason kids are so alienated is they're totally left out of adult society. He discussed reorganizing the work place itself so that kids can get involved in important ways, learning work skills and becoming socialized into adult society. At Synanon, he pointed out, experiments with work patterns themselves can be done relatively easily, without running into the serious obstacles one has in experimenting with these things in the outside working world (union contracts, productivity pressures, etc.). Several people commented that in most work/study programs to date, including career education, employers have been unwilling or unable to give young learners a share in the important work.

Jerry Newmark, a Synanon life styler who is doing educational research outside Synanon, described the Ford-funded R&D project he's working on in the L.A. public school system. Three schools are being restructured on the basis of several principles: (1) everybody is both a learner and a teacher; (2) the decision-making structure should involve everyone in the school, including janitors, plus parents; and (3) that task-oriented encounter groups would be a basic way of operating.

There was some general discussion of the research proposals; ESS people made a number of suggestions about possible sources of funding. Sam Halperin suggested that Synanon should do some follow-up studies of people who leave ("splittees"), since he suspects that they would find many success stories.

Halperin closed the session by commenting that he believes there is a great deal that can be learned from Synanon. He urged the Washington people to go back to D.C. and, not for the sake of Chuck Dederich or Synanon, but for the people of the U.S.A. -- think about what we saw here that could be helpful to others throughout the country, and to think about what we can do about it.

A Personal Note on Synanon

It's hard to convey, in a report like this, the sense of excitement and radicalism about many of Synanon's experiments. There is an extraordinary willingness to experiment, to fail, to revise, to start again at Synanon--it's the only setting I've seen where change really seems to be institutionalized. This is undoubtedly due to the Game.

In many ways, Synanon seems to be a community of pioneers, willing to risk fundamental changes in their lives either to get something done or to find a better way of life. Examples -- the cube system of equal time for work and leisure, communal child rearing, the high school interface project (operated without concern for college admission credentials), and so on. The "innovations" carried out here do not seem to be cosmetics slapped on to make an aging system seem fresh--they seem to reach down into the basic workings of the community.

Nothing in Synanon is quite the same as the outside world, even when it looks or sounds commonplace. For instance, we saw a typical high school classroom, teacher standing in front, students sitting in rows--but it's different, because students and teacher play the Game together and that has to make the teacher somewhat accountable to the students in the classroom. A work-study program isn't an ordinary work-study program, since it's carried out in context where apprenticeship is the usual way of learning work skills, where the effort to build a community means that young and relatively inexperienced people often take on extraordinary responsibilities (like the 19 year-old with a high school education placed in charge of a large sewage treatment plant, for example), and where young people and their elders are forced-in the Game-to deal with each other as equals.

It's clear that Synanon's approaches to education, drug rehabilitation, health care, or whatever can't simply be transposed into regular institutional settings in the society at large. Too many of the critical elements would be lost. It may be that some of these methods could be adapted if the Game or something like the Game is retained, or where some kind of closely inter-dependent community exists or can be created. There seems to be some ambivalence at Synanon about the prospect -- a great deal of enthusiasm about showing the world a better way to live, but also a powerful conviction that there's no imitating Synanon. Since the world can't join, though it seems worth trying to learn from some of Synanon's work.

--Reported by Holly Knox
(25 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"SYNANON: A SECOND VISIT"

Four Synanon Centers in Tomales Bay
and Oakland, California

Dec. 19-21, 1973

Synanon is a trip worth taking, but it's hard to report. Perhaps a personal chronology makes the most sense as there will be other more factual reports, /and someone will surely point out that we spent 2½ days at 4 Synanon settlements (3 in Tomales Bay)./ For me, the visit to Synanon was energizing and inspiring. I arrived worn out; a new job and a couple of lingering commitments had taken their toll, and the 16-hour days that our hosts had planned didn't sound appealing. Yet I gained energy almost hourly, and by trip's end I was high as a kite. It's a favorite Synanon notion, by the way, that the principle of conservation of energy doesn't apply in human relations. They argue that the opposite is true; the more creative energy you release and use, the more you will have. The world outside Synanon tends to inhibit human energy, they suggest; inside Synanon everything--and especially "The Game"--works toward release.

We were given (along with 150 Synanon newcomers) an introduction to the terminology and strategies of The Game, we were invited to watch one short game (it wasn't especially satisfactory), and on the last night we were invited to play. Our Game was at first a continuation of the previous night's, in which those who had arranged our welcoming dinner were subjected to biting criticism for their failure--honest--to seat A at the head table and serve B's salad in the appropriate serving dish. For those of us accustomed to dismiss such faux pas without rancor, the accusations were shocking and a bit ridiculous. The hostess was told that she was unfit for Synanon, that she had let down the community, that she had never been able to work with others, that she was cold and unresponsive, and so forth. Her co-workers were accused of similarly heinous crimes. What's more, the victims ended up agreeing with the criticism, tho only after heated argument. That game, or actually, that 2-day game, demonstrated something about the nature of Synanon. "In the Game" you can say anything at all, and people do, but the aim of the Game is the betterment of Synanon, and--it seemed to me, anyway--everyone left that game with a renewed commitment to the community. The dastardly sinners who had served the salad in the wrong bowl made persuasive statements about their errors--largely that of not seizing the opportunity for leadership. The game was marked by relentless pursuit until all fault was admitted and properly interpreted. If it sounds like a witchhunt, it didn't end up that way; a show of affection substituted for Salem's way of ending witchhunts.

We did more at Synanon than play the Game, however. We visited their remarkable educational facilities, beginning with those for communal child-rearing. At the age of 6 months children at Synanon move into their own building. They are segregated by age: 6 months-about 2 years; 2 years to about 4 years; 4-7; and 7-12. Everybody works at Synanon, and those whose interest is in child rearing work in the children's house. Right now there are (roughly) 18 children between the ages of 6 months and 4 years in one children's house (the 4-7-year-olds have quarters of their own). The constant ratio of child/adult is 3/1, but since adults work "on the cube" at least four times more adults are child-rearers than the ratio would seen to indicate. ("On the cube" means 7 days working usually 10 hours a day, 7 days off (or 14 and 14). The "off" time is not really vacation, because most adults are expected to use their time in Synanon's college, in learning a new trade, or in "growing" in new ways.) Parents aren't left out completely; they keep the child for the first six months, then live in quarters adjacent to the children's house. They may spend as much time as they wish with the children (not just with their own child) and parents who want to work in the children's house can (men recently began to do so).

We saw other intriguing aspects of Synanon: the "Reach," a 24-hour or more educational experience in which the participants (about 10) "become" physicists, not students of physics; they begin with a question ("why does chalk stick to the blackboard?" or "why doesn't a septic tank overflow?" and pursue the answers, the principles, and assorted spin-offs. It's not the Game (no hollering or lying allowed), but its value is as therapeutic as it is educational, my guides told me. The pooling of knowledge from various workers is intended, ultimately, to produce real understanding for all members of the group.

We also saw Synanon Industries, which does almost $7 million worth of business each year (and nets about a third of that for the Synanon Foundation); the hectic pace of construction at the 3 Tomales Bay sites; the "Boot Camp," where the best of the Synanon newcomers are thoroughly indoctrinated into the Synanon philosophy. We learned about Synanon's "lifestylers," who live at Synanon but work outside in the straight world, and we learned that not everyone at Synanon was a "Dope fiend," their term for drug addict. About two-thirds of the adult community came in the "Emergency Door," kicked drug habits "cold turkey," and stayed. The rest are lifestylers or residents who have been admitted (which requires money and/or a skill that Synanon can use).

As is probably obvious by now, I remain impressed by Synanon and the clear-eyed, enthusiastic, committed people I met there. Their enthusiasm perhaps can be felt in terms of its effect on the English language, whose subtleties suffer at Synanon. Gone are most of the ambiguities and nuances. Superlatives and extremes are very likely to be found absolutely everywhere. In their zeal to obliterate dichotomy (except the ultimate choice between Synanon and the rest of the world), Synanon residents claim that "everyone is a teacher, and everyone learns," or, "as the Balinese say 'we have no art; we do everything as well as we can.' That is the art of Synanon."

But the last paragraph is my attempt at "real-world" balance. In fact, Synanon has much to teach us about education and liberation; what remains to be seen is just how much of Synanon's way can be transferred to the society outside.

--Reported by John Merrow
(14 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"SYNANON: THE THIRD DAY"

(Dec. 21, 1973)

Our third day at Synanon officially began at 7:30 a.m. with a 15 minute drive to the Ranch for a morning of presentations and discussions of current and proposed Synanon research projects. The session took place at the Stew Temple where both breakfast and lunch were provided. The normal circle of high-backed stuffed chairs used for marathan Stew sessions had been rearranged into a long horseshoe for the meeting. This arrangement, it was mentioned, was the product of lengthy discussion and experimentation late into the previous night by our hosts.

The meeting began with a description of Synanon's history of research projects by Dr. Elizabeth Missakian, a comparative psychologist interested in the social forms of animal behavior and communication. She mentioned a Ph.D. thesis on Synanon done at Harvard done by Steve Simon, and Synanon's need to document things about thir school, the newcomer program, and other innovative programs or procedures. Such documentation, she argued, would not only serve the interests of the Synanon community itself but also be useful to the larger society as findings were disseminated, possibly through what she called transfer agents. Two notable examples of external dissemination efforts were cited: Dr. Jerry Newmark's introduction of the Synanon Game to the staffs at a small number of Los Angeles public schools (documented in a film which we saw the previous day) and the use of the Game at the San Bruno jail by Sheriff Hongisto. This issue of the transferability of Synanon practices to other contexts was raised both privately by ESS visitors and later in the group discussion.

Following Dr. Missakian's opening remarks, Rod Mullen, director of the education program, discussed the process through which Synanon's educational policies are derived: constant dialogue in the Game. He explained that a seven year cycle of conversation (supposedly Synanon's primary art form) and reflection underlay the eventual establishment of the school and its extensive residential facilities, which we had examined the previous day. The educational program now ranged from continuous nursery care of children six months old to the planned provision of a large number of college level courses taught by resident life-styler professors and other experts.

Rod then introduced Bill Crawford, a 14 year resident who has had a tour of duty on a broad range of jobs at Synanon within that period and who in December joined the staff of the nursery as its only full-time male member. As we later discovered, the issue of the degree of both male and parental participation in the nursery program had been a subject of heated debate for a lengthy period; but, as Bill explained, Synanon is not afraid of experimenting with extreme forms of a policy issue, and, in fact, the Game is an ideal vehicle for pre-testing ideas or potential plans.

We then heard from Diane Kenney, a 10 year resident with a recognized talent for arranging space. She and a group of architects in effect wrote a new definition of what was possible in the use of space in total environments for children. They had to convince the management of Synanon to adapt their concept and then persuade the community to intervene in what had previously been the exclusive domain of educators. Their architecture imposes a real community role on the school, a role for which the entire community is compelled to take responsibility.

Bob Goldfetter, one of the practicing architects involved in the design of the school, has a child currently enrolled there. Bob explained that the plans allowed for 250 square feet per child of indoor living and learning space, with 1600 square feet per child of fenced-in outdoor space.

We were then introduced to Terry Haberman, one of the regular teachers of the 7 to 9 year old children, who explained their attempt to maintain a balance between formal and 'open' elements in their instructional approach. Mainly, however, they attempt to give these children a broad exposure to all kinds of positive adult role models in an attempt to provide them with needed perspectives on the nature of adulthood and to create "whole human beings" out of them. Children in this age group, who live in bunk houses adjacent to the school facilities, are encouraged to be consistent, honest, open leaders and self-starters. Although exact costs are impossible to estimate they recognize that the Synanon School in all its forms is labor-intensive and expensive, with a child to adult ratio of 3 to 1 through the age of 4.

Dr. Linda Burke, a Ph.D. in clinical psychology from U.C. Berkeley, has a two year old in the school. Linda is studying the cognitive and social development of Synanon's young children. She explained that about 15 babies are born at Synanon each year, and each has about a dozen mother figures during his or her stay in the nursery. She is attempting to assess the effects of Synanon's unique environment (no high chairs, no play pens, etc.). They have already found, despite the broad variety of family backgrounds represented, that: 1) the median Stanford-Binet score for 3 to 5 year olds is 118 with a range of 91 to 139, 2) the reading readiness tests of 14 children ranged from the 54 to 98th percentiles, and 3) the median score on the Vineland Social Maturity Scale was extremely high, reflecting, no doubt, the stress on self-help, locomotion, and playing with others in the Synanon environment.

Rod Mullen then returned to explain Synanon's high school project, with its emphasis on "moral intelligence," total development of the person, and responsibility gained through participation in productive roles. He showed slides of the work-study program in Badger, California, in which high school age students work with adults for a month at a time on real-life work activities with major responsibilities. They receive a lot of feedback on themselves in the Games and are allowed to choose the kind of work that interests them. This program goes twelve months a year, contains 25 students, a third of whom are taking college-level courses, and most of whom spend time as on-the-job apprentices to all kinds of Synanon specialists including those in the legal department. Although 10 adults live at the Badger facility year round, the students literally keep it operating.

In connection with the work-study program, one of our ESS visitors, Dr. Harry Silberman of UCLA, told how Synanon obtained a $5,000 grant from the Russell Sage Foundation to plan a project and develop a research proposal on which features of the Synanon work experience stimulate beneficial socialization outcomes for these young people. Professors James S. Coleman and Urie Bronfenbrenner will serve as consultants to this planning effort.

We were then introduced to Dr. Irving Newmark, the Los Angeles area dentist who serves as Synanon's director of dental services. He and his brother Jerry have developed a new dental delivery system that clearly could be applied outside Synanon. The core feature of the program is the efficient use of available dental expertise rather than a stress on training specialists. Dr. Newmark predicted that there would be major advances in 1) preventive dentistry, 2) the training of auxiliary personnel, 3) the development of group practice,

4) payment methods, 5) data processing of medical histories (thereby allowing for greater peer review), and 6) greater humanization of the patient-client relationship. He showed slides of a team of dentists and auxiliaries applying his delivery method to some 200 children at Synanon's Santa Monica facility. The entire group was given a screening examination, assigned treatment priorities, and given specialized treatment when desperately needed--all in a single morning! By actively stressing preventive care with these youngsters now, he claims that about the only dental care necessary for Synanon members is for newcomers. The University of Southern California currently has mobile units that can treat hundreds of people in a given day in remote areas, so at least one partial example of this delivery system already exists.

Following Dr. Newmark's presentation, there was a general discussion of issues that had emerged during the visit. One issue that arose was the severity of community pressure on students to conform to a strong "Protestant work ethic," regardless of their special gifts or interests. There was general agreement that the community wants every child to reach certain expectations that are defined and enforced on the community's terms.

Would they take a student into the schools whose parents were not members or residents of Synanon? There was little agreement on this point, except that if it were done it would certainly be expensive (no dollar figure given).

To what extent are individual forms of artistic or creative expression encouraged by the community? Strong agreement emerged that the existence of work cubes (work 10 hours for 7 days with a week off) allowed time for all kinds of outside pursuits. They are able to recruit all kinds of upper-middle class "life-stylers" (non-addicts who choose to enter Synanon for social reasons) who serve as occupational and life-style role models for the rest of the community. A few people are given a percentage of their work time to paint or sculpt.

Do they encourage their best students to go out to college or graduate school? Whenever possible they try to provide their members with the training they need to learn what they want inside Synanon itself. They emphasize the importance of competence and play down the necessity of credentials. This is possible because credentials are necessary for people who are not known, whereas Synanon members are all known to each other.

Following the discussion period, we were shown a videotape of a Game held two weeks earlier in which the issue of men serving on the nursery staff was hotly debated. This was an excellent example of how policy issues get aired and debated within the context of the Game and how rapidly some of them are resolved. Although this "debate" took place only two weeks before our arrival, and had been preceded by many others, at least an interim policy had been arrived at, given that Bill Crawford had since become a member of the nursery school staff.

--Reported by William G. Spady
(14 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"SYNANON: THE THIRD DAY"

December 21

The third day was structured to give the Synanon leadership a chance to sketch out their building program and research activities. It began with 8:00 breakfast at the Stew Palace. Sitting around the huge circle in the big, cushiony chairs used during the stews (expanded Synanon games which last 11, 14, 24, even 72 hours) we ate our breakfast as the morning's presentations got under way.

Four people--two in education and two in design and architecture--reported on involving the community in the design, building, planning, and furnishing of the education center, so that the whole community feels a proprietary interest in education, which the educators had previously reserved as their exclusive province. The residential community is being planned around the early childhood center so that although the children live in their own separate "village," they are not isolated from the adults since the community lives all around them.

Linda Burke, a clinical psychologist, and Liz Missakian, a sociologist, both Synanon lifestylers, discussed research projects they have under way. Linda is measuring children's cognitive development from birth to five under the unique conditions of Synanon's non-nuclear child rearing. She mentioned two particularly unusual factors. One is the child's relationship with a dozen mother figures instead of one. The other is a physical environment especially designed for the child's motor development, so that adult interference can be kept to a minimum, allowing the children to learn on their own and from each other.

One of Liz's studies involves the social adjustment of the children in this unique setting, where she is finding that they are building self-reliance at the same time they are developing good peer relationships, with much evidence of helping one another and learning from one another.

Rod Mullen, director of education, described the high school program (it isn't a building) as an "interface" between being a child and being an adult. The process is not too different from that Synanon uses to make full-grown adults out of those who are character disordered or hopelessly dependent, people who never made it to maturity. It is a matter of educating them to wholeness. The "dope fiends" are helped to develop work skills, given responsibilities and led to take productive roles in society. The high school has found that pretty much the same process helps children "interface" with their own adulthood.

Rod reviewed the high school's philosophy, showed some slides, including some of the high school place at Badger, where students themselves have complete responsibility for every aspect of managing the place. He discussed the "massive dose" idea being tried currently--one-month "doses" of on-the-job apprenticeship, interacting with adults, being given tangible responsibilities--followed by a month of concentration on study, then another dose of work experience, and so on. Since Synanon has a great variety of work experience to offer, either at Synanon or in the outside business establishments of Synanon residents, it is easier to entrust the students with real responsibilities than it seems to be in the outside where employers are not willing to take the risk.

The work doses have shown excellent results, with youngsters learning practical respect for proficiency in varied kinds of skills without a sense of "class" distinctions, experiencing the satisfaction of accomplishing a job with real responsibility attached to it. However, there have been some indications that the month-long interruption may have a negative academic effect. If the massive does idea gives evidence of not working, it will be changed without a qualm. Willingness--even eagerness--to get on to trying something new seems to be basic at Synanon.

Jerry Newmark, Santa Monica public schools administrator and a Synanon life styler (a resident who works outside Synanon), good naturedly declined to say much about his Los Angeles Public Schools project, having been given the business in the Game last night in which a film he showed on the subject was roundly critized. Instead, he introduced his brother, Irv Newmark, a dentist, who has been establishing a health maintenance program in dentistry for Synanon. Irv showed slides and reviewed the "mass production" oral hygiene and examination marathon he conducted some months ago, followed by a heavy schedule of repair work over a short period of time, so that Synanon's entire child population was brought to base dental health. Now he and other volunteer dentists have an ongoing program of health education and preventive care that sharply reduces the need for serious dental work.

The question period--and the day--had to be cut short because ESSers' travel schedules had been complicated by the fuel shortage and holiday traffic.

Several questions centered on the applicability of Synanon's education system to life and further education in the outside world.

Q. Is the high school accredited?

A. It is.

Q. Would it adequately prepare students for college entry?

A. The answer seemed to be that Synanon is developing its own college (as yet not accredited) and since the object is to prepare oneself to live in Synanon, going outside to college may not be essential; on the other hand, under circumstances in which college is necessary--as for a law or medical degree--Synanon might make college possible for qualified people.

Q. What about arts--doesn't the game sap energies that would normally go into creativity in art, music, crafts?

A. On the contrary, the game seems to generate, perhaps even release, creativity. Creativity is fostered in adult Synanon residents also by the cube (the concept of a 7-day or 14-day period of straight work followed by a like period of no work) which offers opportunity to devote time to arts and crafts, as it does for the 22-year-old poet whose preferred job is driving a garbage truck during the work part of his cube schedule. The San Francisco house tends to concentrate on performing arts, and at Tomales Bay and at the other places, an effort is made to display arts and crafts and give recognition to creative talent.

The session closed with a videotape of a Game in which the Founder, Chuck Dederich, argued with Liz Missakian about men's and women's roles in child rearing and on sex roles in general. One was reminded by the Founder's hidebound male chauvinist approach in that particular conversation that in the Game the object is to "play the game" and not necessarily to express one's true views. Liz commented after the tape that in actuality Chuck demonstrates a positive attitude toward women's roles and rights.

The end of the schedule was by no means the close of the experience for the ESS group. All the way back to San Francisco (and undoubtedly for days after) ESSers were visibly struggling to sort and weigh the experiences that had been compressed into the past 48 hours.

Synanon--as a place or places, as an idea, as a way of life, as a collection of human beings--presents far more than can be absorbed, much less understood, in a couple of days. And it's impossible to be entirely objective in describing activities, sights, and conversations that in quick succession charm, shock, fascinate, trouble, and delight the mind and senses.

--Reported by Pat Cahn
(15 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"SYNANON: A PERSONAL ANALYSIS"
December 19-21, 1973

Synanon Foundation Inc. was founded in 1958 by Chuck Dederich for the rehabilitation and reintegration of former drug addicts through supportive intentional community setting. Our three-day ESS field trip included visits to the Oakland and Marshall, California facilities. We lived in the Tomales Bay facility for three days, toured a variety of Synanon facilities, participated in the Game, and lived by the norms of the Synanon lifestyle. In addition to my participation in the ESS trip, my observations on Synanon were enhanced by an extended stay at the Oakland facility (3 days) where I stayed in order to participate in the Game and for more in-depth discussions with Synanon directors and residents. I also spent an additional day at the San Francisco Center, a converted paint factory. I will attempt to analyze the implications of Synanon social structure to social change and community organization.

* * *

SYNANON: A THERAPEUTIC WOODSTOCK

My belief that alienation and loss of community are major problems of American society prompted my initial attraction to Synanon. Nisbet (1962) views alienation as one of the determining realities of our age. "The urban mode of life tends, to confront him with a social void." Slater (1971) agrees that Americans live in a society which frustrates the desire for community and engagement. Synanon may be viewed as an attempt to provide "instant community" to character-disordered persons, such as alcoholics and drug addicts. The Game, which is the structural support system for norm generation, group solidarity, and social control, requires that every Synanon resident become an active participant. This participation contrasts to the sense of powerlessness and disengagement which Lindsay (1971) describes in his book on the urban mode of life. Synanon is a total intentional and intensive community of 1,500 residents which deliberately establishes a "sense of community."

THE SYNANON GAME: A COMMUNITY BUILDER

During my stay at the Synanon houses in Tomales Bay and Oakland I participated in two Games and one Stew. The Game can be broadly defined as an intensive, small group interaction which explores central questions of personal growth, individual and group conflict.

My initial participation in the Game was marked with gut-level feelings of repulsion and general uneasiness. The first Game that I participated in involved a confrontation between a Director and several Synanon residents concerning their poor performance during a Synanon Game. A young woman was severely castigated for serving lettuce salad in a large tin bowl to the Founder, Chuck Dederich. The session was marked by loud hooting, displays of raucous laughter, and sharp ridicule. My feeling was that the Director had reacted in a manner which far outweighed the deviance of the original infraction of Synanon norms. The other Synanon game-players gave the young woman the structural support befitting a pack of rabid wolves. I felt compelled to join the group to lend the young woman some emotional support. My first contribution to the group was my feeling that the game-players had over-reacted to the lettuce incident. This remark was met with loud laughter and clapping. Another gameplayer then lashed into me, remarking that I was nothing but "a snooping bureaucrat with no interest in Synanon other than confirming previous prejudgements." The Game then expanded into new directions with more attacks, counter-attacks, and theatrics. Subsequent game-playing at Oakland and San Francisco led to several observations about the function of the Game.

The Game, primarily, is Synanon's social control mechanism. It is the police system, the administration of justice, and a deviance disavowal system all united into one structure. Secondly the Game is norm generating. Game-playing is utilized to test proposed innovations in Synanon. The solutions to Synanon problems are often proposed and examined within Game settings. Similarly, the Game serves to reinforce previously generated norms. For example, social pressure is often exerted on individuals engaging in sexual promiscuity. The Synanon philosophy encourages stable monogamous sexual unions resulting in marriage. This norm evolved during past Game discussions about sexual activity within Synanon. During its early history (1958-1962) Synanonites were often harrassed by the outside community in the Santa Monica area because of alleged orgiastic activities. The visibility of the Synanon community and its dependence upon the outside society were defined as reasons for an emphasis on monogamous conjugal relationships. Thirdly, I view the Game as a relationship-definer. The Game allows individuals to punch through the role structure and discuss relationships they could not otherwise discuss. The whole community may discuss often taboo topics such as the dynamics of orgasm. The Game is also used for mating and dating functions. Frequently, game-players show interest in each other and define their relationship through the Game structure. An attractive aspect of the Game is the lack of stratification and power differentials based on ascription for game-players. A skillful game-player can successfully redress a grievance with a Synanon Director or even with Chuck Dederich in the Game. Each game-player may ask that a Game be played with any other Synanon resident. The operation of deference norms in the larger society often make it impossible for persons to communicate with others of higher status. Thus, the Game institutionalizes the accountability of any one individual regardless of social status, age, or sex to all other individuals within the community.

A fifth contribution of the Game to Synanon community-building is the recreational and entertainment function. Although the Games sometimes deteriorate into what Garfinkle (1967) calls "successful degradation ceremonies," the Game is usually enjoyable to many residents.

Game-players engage in sociodrama, psychodrama, role-playing, role-reversals, and theatrics. I found that playing the Game was as enervating as playing a hard game of basketball. Wild accusations, fact-paced humor, strategies, and maneuvers all are typical of Games. This exhausting interaction is very much like a "mental contact sport."

A final function of the Game for the Synanon community is the therapeutic experience. For drug addicts, or "dope fiends" as they are called in Synanon, the Game can be a real breakthrough. The "Bootcamp" utilized the Game extensively in its program. "Bootcamp" refers to an intensive small group of recent addicts or character-disordered persons who participate in intensive Games and other disciplines before they become fully responsible Synanonites. Dederich views bootcampers as Synanonites in the embryonic stages of becoming persons. I observed several Bootcamp Games in Synanon and Oakland. These sessions are particularly vehement in their rage, intensity, and wild attacks. I view the Bootcamp Games as similar to Janov's Primal Therapy in that in some cases they attempt to break through role structures to reduce bootcampers to their own bestiality. After players have been broken down and learn techniques of attack and defense, the Game seems to build solidarity among players. The Synanon Game in general, however, can not be reduced to Primal Therapy techniques.

The role-playing and role reversals have an effect similar to Berne's Transactional Analysis. The discussion of past conflicting relationships which impede new relationships have some basis in Freudian technique. Certainly, the Game is therapeutic in that it allows all players to air perceived problems. However, I have some apprehensions about the use of the Game for psychological and social insights. The overwhelming social control of the Game atmosphere seems almost Orwellian in its impact. For example, there seems to be little room for the private world within Synanon. Personal growth appears to be translated into growth only toward group norms. It is my view that the total suspicion of individual privacy in the Game mitigates against the private world of existential growth. In summary, I see the Game as fulfilling the functions of social control, norm-generation, definition of relationships, development of mating and dating, recreation, and group therapy. These instrumental functions define the other institutional mechanisms within Synanon and generate a sense of community.

Educational Innovations at Synanon:

1. The educational programs for elementary, middle-school, and high school students are operative but appear to be rapidly changing. It is difficult to evaluate the Synanon school in terms of programs or emphasis. The Game is utilized to define the peer and other social relations within the classroom at even the elementary level. The high school mixes academic subjects with "life skills." For example, a student studying academic subjects may mix his studies with a six-week sabbatical studying sewage treatment plants from another community resident.

2. An interesting innovation is the concept of the "Reach." A Reach is an intensive small group experience which focuses on a particular topic, subject, or phenomenon. For example, the topic, "Why is the sky blue?" may be a Reach topic which results in a 6+hour discussion. Every member of the Reach actively questions and adds information to the topic. The Reach is the epitome of full participation and inclusion for each student.

3. Another important concept is Synanon's Multiversity. The Multiversity is a non-credential-oriented curriculum of courses and seminars offered by Synanon residents. The Multiversity has no majors, concentration areas, or degrees. The Multiversity resembles a continuing education program in its structure or such concepts as the "free University." Courses

range from computers to carpentry with seminars on the Synanon Game. It interfaces well with Synanon's conception of education as a combination of academic subjects and life-skills.

4. The above innovations seem to be inextricably linked to other social institutions in Synanon such as the Game. Reaches, Life Skill Education, and Multiversity at Synanon are potential topics of research of much interest. There is on-going research of the elementary and nursery school facilities.

Other Observations

1. The emphasis of Synanon appears to be shifting from the rehabilitation of drug addicts to the life-stylers. Life-stylers are persons without severe character disorders who choose Synanon as an alternative life-style.

2. The Synanon Game and sustaining social structure use the self-validating prophesy as a technique to execute personal growth. Rehabilitated persons usually go through several stages of growth before identifying themselves as Synanonites. The documentation of these stages would be useful in examining this reidentification.

3. Religious values seem to be supplanted by a spirituality associated with the Synanon philosophy. The Synanon prayer and philosophy have a reverence for residents. There is little dogma and ritual associated with Synanon spirituality. I spent Christmas Eve at the Oakland House, celebrated with Christmas Sing-Ins, special Stews, and other group experiences.

4. The Synanon philosophy seems more consistent with a Protestant Ethnic conception of work rather than a countercultural orientation. A good member is defined almost totally with his work performances at all occupational categories.

5. Chuck Dederich exerts a type of charismatic leadership which transcends his nominal directorial power. Chuck's offhand comments sometimes constitute policy. Chuck mentioned in a Game setting that it would be a good idea if all Synanonites were married; a trend for marriage began shortly after this time. A recent group marriage ceremony resulted in over 75 unions. Even though couples marry at all times during the year in civil ceremonies, all couples are married collectively during a massive celebration each year.

6. Synanon has institutionalized pacifism in its absolute taboo on violence and threats of violence. It is one of the few societies which does not consider violence a viable alternative.

7. Little knowledge seems to exist regarding drug addicts who drop out of Synanon's program. It is estimated by Synanon directors that nearly 40% drop out of the program. Little is known about why the Synanon philosophy is ineffective for these persons, and Synanon exhibits little motivation toward discovering the answer.

8. Few ever "graduate" from Synanon. There seem to be no rites of passage or point when drug addicts are cured and can move into the larger society. It is my impression that the rehabilitation is tied to the structural supports of the community. The question immediately arises on the permanence of a Synanon cure. Can a former drug addict rehabilitated in Synanon make it in the outside society? A type of prolonged dependency seems to be supported within Game and Stew settings. In my study of the Jesus Freaks I found individuals with backgrounds of character disorder, personal psychopathy, and disengagment being attracted to the movement. As these persons were formerly high on drugs, they are now high on Jesus. They are still not the autonomous, self-actualized persons that I would consider healthy because of this dependency on the elixirs of the Movement. Synanonites similarly find their highs on Synanon. Can they fulfill roles as autonomous, actualized individuals? I remain disturbed about the attitude that many Synanonites I met have that they could not live again in the larger society. More research would have to be done to substantiate these fleeting impressions.

9. Synanon programs have a poor track record concerning minority involvement, particularly Puerto Ricans. The dropout rate of Puerto Ricans is over 90%. The dropout rate is similarly higher than that of whites or other minorities. It may be significant to note that few Blacks have yet attained high leadership roles within Synanon, although Betty Dederich, Chuck's wife, is Black and a Regent.

10. The kibbutz-like child-rearing pattern is a subject of research within Synanon. An attractive aspect of the childbearing patterns is the flexible use of role-models. A recent innovation has been to have males care for small children at least on a part-time basis.

CONCLUDING NOTE: Although I have some reservations as to certain Synanon practices and philosophies, I found the community a fascinating place. Synanon does work with some types of drug-addicts and character-disorders. It does offer an attractive life-style alternative to other persons. Synanon could be a useful laboratory for educational innovations and other research interests. My visit was a fantastic personal and professional experience.

--Reported by Mike Rustad
(15 participants)

EDUCATIONAL STAFF SEMINAR REPORT
"REHABILITATION OR REVENGE?"

Eddie Harrison
Author, No Time for Dying (Prentice-Hall, 1973)

April 17, 1973

Harrison, who at 18 was convicted of felony murder and sentenced to die in the electric chair and later paroled, noted that the most needed programs in the institution are basic education instruction in reading and writing. At the age of most inmates (25-30) this need is extremely difficult to verbalize among their peer group.

The dynamics of prison life deaden most prison rehabilitative efforts. Harrison noted that formal education courses are often offered at the expense of other leisure-time activities. Vocational education programs emphasize programs not useful on the outside. The instructional philosophy clearly reflected the custodial mentality where relationships with people are out of step. The unnatural conditions of a unisex environment, the deadening of a personal sense of responsibility, and the inability to think for yourself, or be accountable for decisions, produces an offender who comes out of an institutional setting acting with a "prisoner's mentality" in a free society. Harrison cited the elaborate efforts designed for our returning POW's to reintegrate them back into our communities after years as prisoners as an example of what could be done in the field of inmate rehabilitation back into the community.

Harrison noted the crucial importance of the "first and last 60 days" in the rehabilitative process. It was noted that some correctional institutions in California allow prisoners to make contracts with the parole board on an indeterminate sentence where there is a maximum but no mimimum. The prisoner becomes involved then in the decision-making process requiring the definition of his rehabilitation.

Harrison attributes his own rehabilitation to the Black Muslim movement within the prison. The appeal of self-discipline and racial dignity is an especially powerful element in the rehabilitative process of Black inmates. In the question answer session which followed, Harrison stressed these vital rehabilitative forces in the Black Muslim movement and sought to play down the ambiguities of the historic religious Muslim tenets of justice on which a questioner begged clarification.

A discussion of preventive or diversionary programs was highlighted by Harrison's own involvement in the Baltimore Pre-Trial Education Program, a $[illegible] million juvenile delinquency diversionary program supported by the Department of Labor, LEAA, and Model Cities funds. The program is based on the counseling of juveniles awaiting court trial and helping them to identify the dynamics of the crime situation, hopefully changing the obvious negative options to positive options. Through role playing and other techniques, small groups of juveniles and their counselor work on improving their self-image and self-responsibility in these group sessions.

Finally, Harrison cited the importance of the Report of the National Advisory Commission on Criminal Justice, Standards, and Goals (1973), Russell Peterson, Chairman, which recommends (a) smaller and more manageable institutions with clearly defined purposes; and (b) the need for more diversionary programs.

--Reported by Robert Klassen
(28 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"AFTER CONVICTION: EDUCATION IN PRISON"

November 15, 1973

On November 15, Linda R. Singer, Executive Director of the Center for Correctional Justice and a partner in the law firm of Goldfarb and Singer, spoke to ESS about eduction in correctional institutions. Ms. Singer began with the surprising statement that there simply is no imperical evidence that "education" reduces the rate of recidivism (the rate of convicts returning to prison). She explained that the American notion that educating convicts will make them responsible working members of society is not supported by the evidence.

Ms. Singer pointed out that the failure of "education" was more the failure of the environment in which the convict found himself than of the educational process itself. Prisons, she said, have never been designed as educational institutions, and mitigate against an effective educational process. The programs that do exist (and she noted that the paucity of programs in most correctional institutions) have built-in "disincentives". For example, low paying adult "make-work" programs, without assurance of a well-paying job on the outside, are worthless. She stated that coercing or requiring convicts also is self-defeating.

More basic is the failure of prison authorities to correctly define "education", which she defined as the teaching of survival skills for living, and not overloading prison workshops with expensive equipment with which no one can operate or teach. Further impeding the process has been the lowly role of teachers within the institutional hierarchy of prisons. Teachers, Ms. Singer stated, have no role in policy making, a paltry budget and few books.

Ms. Singer noted that the good educational programs are staffed with volunteers and part-timers from the community, and pointed to the PACE program in Cook County, Illinois, which she said underscored her belief that correctional agencies should not provide services of any kind, including teachers, doctors, psychiatric help, because those within the institution had to either be dedicated or incompetent, and were usually the latter.

One of the serious difficulties in judging the effectiveness of education is the lack of information, and the changeover to revenue sharing has only made it more difficult to "keep a handle on things". She also had strong doubts that localities would move to make any improvements in the correctional area.

Ms. Singer closed her discussion with a warning against treatment "fads" and stated that compulsory education and job training remove freedom of choice, which she said was critical to providing learning incentives.

In sum, Ms. Singer painted a pretty bleak picture for education in our correctional system. She left the strong impression that if education is to work it must be redefined, the prison system must be overhauled, that communities must take a much greater interest, and the attitude of Americans must be changed.

QUESTIONS AND ANSWERS

Then, a stimulating question and answer session which followed was greatly enhanced by the presence of an inmate from Lorton who had gone through the "system". The questions and answers are liberally paraphrased and are not in order.

Q: If education and rehabilitation seems to have failed, what can be done if anything? What would you do?
A: First, I would try to make society play a much greater role in the correctional process. I would make prisons smaller and closer to home. But above all, I believe we should set priorities, and the first priority would be more services -- such as education outside prison walls.

Q: It seems to me that the existing education system does not address the basic hierarchy of needs. The basic needs must be met before education can work, such as enough money for cigarettes, sex, and other necessities. Safety is also a very important need. Comment?
A: Yes, this is true, these are part of the built-in disincentives I have already talked about. But this addresses the problem of striking the balance between punishment and job-training. Yet even in those programs which have been quite selective, there is no evidence that the recidivism rate is reduced.

Q: What is the ratio of prison personnel to prisoners?
A: About 1:2

Q: Doesn't the inconsistent application of the law affect the educational process?
A: Yes. For example, only 3% of the prison population is women, and often women are placed in our very worst facilities. Our system of justice systematically selects out upper class and women, but when it comes to dealing with women, society treats them the worst. This all has an effect on understanding the needs, and developing a rational education program for those we do convict.

Q: What good is education if society denies jobs to ex-cons just because they are ex-cons?
A: A valid point. The most serious deterent to creating proper incentives is society's attitude towards the ex-con.

Q: Are you making a differentiation between the offender and a "regular person?"

A: True, I am. And I should point out that education has made a difference on an individualized basis. But overall, it appears not to. You can't really judge, however, because the programs haven't been extensive enough to have an impact.

Q: What is the legality of "forced" counseling and psychotropic drugs?

A: Generally, the courts have ruled that if it doesn't violate the 8th Amendment rights, which have been narrowly defined, "forced" counseling and psychotropic drugs are O.K.

Q: How can you define "consent" in a prison population?

A: In behavior modification programs, it is not really a "consent" operation. There simply does not exist an "assent" procedure. The offender does it or he doesn't get his reward, e.g. getting out.

Q: Don't you have a problem defining what a crime is?

A: We should be careful how we define "crime". There is no direct relation between people in prison and those who "commit" crimes. As I stated before, our judicial system screens out women, upper-income, and those who commit "non-violent" crimes. Our judicial system is imperfect, and the prison system is a reflection of this. Getting caught is like "hitting the number", particularly if it is a violent crime.

--Reported by Nathaniel M. Semple
(46 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"THREE CHICANO COMMUNITIES IN CALIFORNIA: VENTURA AND LOS ANGELES COUNTIES"

April 4-6, 1973

Our visit to three Chicano communities in California began with an orientation dinner in Ventura County (1-1/2 hours from Los Angeles) with some 35 Chicano community leaders, public officials, and students. After dinner, Mayor Pro Tempore, Salvatore Sanchez, welcomed us and our hosts described problems in their community which they hoped we would come to understand during our visit. Members of the community made brief comments regarding Chicano needs and desires and to further indicate what they thought Washington could do to assist them. Their very brief remarks included the following points:

- -- Teacher intern programs, particularly under the Teacher Corps, which provide direct assistance to Chicano children have been most successful;
- -- The need for consistent funding of programs -- no cuts in the middle of the program;
- -- The need for better information services to make available programs known to the community;
- -- There exists too much red-tape prior to program implementation which discourages localities from seeking program aid;
- -- The MDTA program was well-regarded; the program takes people off the welfare rolls and instills positive self-image;
- -- Special revenue sharing was opposed because they felt they would not get the money they need for programs under such a system. They reasoned that revenue sharing would only "pass the buck" from the Federal government to the State;

-- Education needs increased funds in the elementary level to instill in their children a positive identity in self; and,

-- A stronger emphasis on bilingual and bicultural education would help in decreasing the Chicano drop-out rate. Some felt the present school system had failed them -- they had not failed the school system. Some also stated a need for trained Chicanos to teach and counsel their children.

Next, we viewed the movie "Chicano", which vividly presented the needs of Chicanos. The movie consists of on-site interviews with members of the Chicano community, including students and workers. Many of those interviewed felt that the general public thinks of the Chicano in a "bad way", and that there is a definite need to better the Chicano way of life as a whole. To do so, they need to identify with one another as a cohesive group. The film further identified the need for bicultural and bilingual programs in the school system. The drop-out rate shows that students feel there is no use attending school if they cannot relate to what is being taught. They want and need a system with which they can identify.

Chicanos also feel their employers have no regard for the Chicano migrant worker's well-being. The worker would like to see comprehensive health programs and better living conditions.

Other points brought out were: the existence of discontinuity in funding of programs, inadequate numbers of bilingual teachers, and in some cases, poor quality of their training and a need for parental motivation of their children.

Thursday we left our motel at 7 a.m. bound for the migrant worker camps of La Colonia. We were accompanied by guides, a reporter, and union organizers of field labor.

On the way to our stops, our guide related the general living conditions in a "typical" camp. Ordinarily there are about 300 workers (without families) living in the camp. They are provided with only the barest necessities and have little chance to leave the camp, as they work about 10 hours a day when the weather is good and the crops are ready. Their days are very routine -- they rise early, work and go to bed -- day after day. There are no outside activities. The money they earn is spent for their living costs and the remainder is sent back to their families.

Life in La Colonia is somewhat different. The workers there live with their families. They earn about $1.85 an hour, which our guide noted was not sufficient to provide a decent living. Camp rent was high in relation to the wages earned. Thus, several families reside in the same house to save on living costs.

Our guide further told us that generally the workers and their families do not have access to transportation and must shop at nearby grocers. He accused the local proprietors of taking advantage of this situation by exhorbitant prices.

Our first stop was Garden City Camp (farm labor), Oxnard. After our guide was given permission by the camp manager, we were allowed to walk around the area of the camp where the workers reside when not in the fields. The first building we went into was a small cement block house. The windows just below the ceiling (approximately 1' x 1 1/2') were the only source of fresh air and the screens were torn, as was the screen on the door. Lighting consisted of 1 bare bulb hanging from a ceiling socket. Metal bunk beds, some with old mattresses rolled on top, two kitchen-type chairs with torn plastic seats and the stuffing coming out, and a few sets of metal lockers were the only furnishings in the building. Flies were abundant.

The bathroom facilities were in a similar cement structure. The not-too-modern sinks and toilets looked as if they had not been cleaned for weeks. This building also had only the small ceiling-high windows which provided poor ventilation; the odor was nauseating. There were group showers with no tiles on the walls or floor. Rust could be seen near the faucets, and they too appeared not to have been cleaned recently. Again, flies and bugs were all over -- inside and outside of the building.

We were told by the camp manager that the men who work at this camp are in the U. S. alone; their families remain in Mexico. The camp charges $20 a week for room and board. Meals consist of breakfast -- two eggs, toast, hot cereal, potatoes, coffee or milk; lunch -- sack lunch containing a sandwich and tacos; and dinner -- one serving of meat, salad, jello, coffee or kool-aid.

The men are driven to the fields in an old bus with the windows and rear portion of the vehicle removed. The seats have been replaced with long narrow wooden benches running the length of the bus. About 40 men ride in each bus.

The men work from 6:30 or 7:00 a.m. to 5:30 or 6:00 p.m. Special workers can stay longer, (Personal note: the camp manager seemed cooperative but unwilling to show all or to freely give all the information asked of him.)

Our second stop was at Stining Flowers. Here the farm workers have their families with them. We did not talk to the workers but

Mrs. Maria Guerrero, parent and volunteer community worker in La Colonia who previously had worked there and was touring with us, described the situation at this camp.

The first frame house we went into had three relatively small rooms. Maria said several families (about 17 people) would live in this house. They would bring along with them most of the sleeping facilities (beds, mats, blankets, etc.). Openings in the walls were stuffed with rags to prevent rats from running across the floor where some members of the families sleep. There was no heating system in the house.

The second frame house was somewhat larger. The walls were plyboard, with openings in the ceilings and along the floors. The house also had no heating system. Some of the doors were ajar and there were no screens. The rats come in through the chimney, Maria noted. The walls were damp and there was a musty odor in both of them.

At this camp, workers are paid $1.00 per can of flowers picked. Maria added that the flowers sold for $2.00 or $2.50 per dozen.

She further pointed out that the sewer system consisted of a hole just beyond the houses and the men had to clean it out often. Usually the plumbing clogged up every 3 or 4 days, and a rather unsanitary outhouse in the yard was then used. Sometimes there was no running water for 2 or 3 days. There were no gas lines to the houses and they had to rely on portable tanks. The camp yard had no grass and became extremely muddy during spring rains. The yard was cluttered with machinery, machinery parts and a great many empty flower boxes stacked high.

After our stops we rode around the residential area of La Colonia. There were no sidewalks, curbs or gutters for the most part. The houses were small, simple frame structures with no foundations. We were told that these homes were occupied usually by two families (6 to 8 people) and the rent (about $19 per month) was taken from the workers' paychecks. We saw one park which has a football field. We were told they had been promised that a pool and multi-purpose center would be built but neigher has developed.

Those touring with us referred to living in La Colonia as "slumming". The outward appearances of La Colonia did not look like the highly congested urban slums of the east; however, the conditions of deprivation are no less real. The differences in building design tended to obscure the conditions of poverty facing these families. The yards were well kept; there was no litter to be seen in the yards. Behind most houses there could be found an old model automatic wringer-type washing machine, and in some cases the kitchen stove was also kept in the back yard.

The general neatness of La Colonia reflects the high degree of self-pride of the Chicano people. On the other hand, the simple structured houses, the large number of residents per house in relation to its size, the washing machines and stoves behind the houses along with the few old model cars we saw in the streets reflect the real needs of the Chicano people.

--**Reported** by Kathy Farnsworth
(30 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"INFORMAL EDUCATION IN BOSTON"

December 6, 1973

The Children's Museum

The Children's Museum of Boston is a client-centered organization which provides a wealth of educational experiences for elementary school children and supplemental resources for their teachers. While one often thinks of museums as cold displays of untouchable objects, the museum staff here chooses to use the Latin meaning for museum--"place for learned occupation"--to describe their operation, and proceeds from there to give museum a more vital interpretation. Over the past 60 years, the museum has evolved from a "house of glass cases" into a teaching-learning center that contributes enormously to the diffusion of knowledge. Its overriding theme derives from the assumptions: children must cope with a changing world and their contact has to be three-dimensional because many children have difficulty dealing with symbolic learning systems. The museum is composed of a Visitor's Center, which houses participatory exhibits, and a Resource Center, which serves the teaching profession and extends the influence of the museum.

In the Visitor's Center each morning, children from two schools (approximately 50 children per school) are invited to participate in creative activities. For 20-25 minutes, groups of 10-12 children are given instruction in such delightful occupations as silk screen printing, zeostrope animation, and pinata-making. Another 45-50 minutes are devoted to exploration of areas of the Center which provide enlightening experiences in such widely varied subjects as self-awareness, urban living, and computer operation. Some time each week is reserved for the mentally and physically handicapped, with children working in a one-to-one relationship with staff. Afternoons, the Center is open to the public.

The Resource Center exposes teachers to the informal learning process and encourages them to move toward open classrooms. A membership fee of $25 per year enables teachers to borrow materials and books, to research curricula, and to consult on a one-to-one basis with museum personnel. School system memberships ($1000 per year) provide advisory work, special events, and courses for faculty members. In addition, the Resource Center has developed about 100 different loan kits that can be used by teachers to enhance instructional activities. The Center operates on income from user fees (70%) and foundation grants (30%). An outreach project of the Center recently conducted a fair using a neighborhood street as a living museum and as a way to draw attention to the need to preserve neighborhood environments. The Museum is interested in developing a parallel institution with outreach capability to continue projects of this kind.

Anyone wishing more information on the work of this promising institution may write:

Ms. Phyllis O'Connell
Associate Director
Children's Museum
Jamaicaway
Boston, Massachusetts 02130

Educational Television - WGBH

Educational television station, WGBH, is the center of public telecommunications in the Boston area. It encompasses educational and instructional television and radio, and is non-commercial. While the main operation is television programming on Channel 2, WGBH also coordinates Channel 44, Channel 57, and an FM radio station in the area. It describes itself as a people service and showed us samples of programming designed to respond to people's needs. A national production center, it has received wide recognition for its quality programming. In-school programming is broadcast Monday through Friday from 8:30 to 2.00, and the remainder of the broadcast week is devoted to a variety of cultural and educational programming.

Pioneering with programs such as ZOOM and Catch 44 has proven highly successful, ZOOM, described as a participatory children's program, rates No. 2 in public television programming (Masterpiece Theatre is No. 1) and receives an average of 10,000 letters a week from viewers. It has no writer, is directed by children, and is designed for children ages 8 to 12. Catch 44, a nightly public access program, educates the populace on public use of television. It is open to non-profit groups only and excludes large, well-known groups that have sufficient alternative means of promotion. Programs are estimated to be divided equally among cultural and entertainment, advocacy, and social service groups. Catch 44 is now reaching 32,000 homes and has been widely replicated in 15 U.S. cities, Canada, and England.

Another project being undertaken by WGBH for the Office of Education is production of a captioned news program for the deaf. While present efforts have been well received, extensive use of captioning awaits development of dubbing techniques that can cut down on the four hours and 55 minutes needed to dub 30 minutes of program material.

Most criticism of the station's programming is generalized and very seldom directed at particular shows. The most common complaint is that certain programs are not "educational." A measure of the impact of the station is a Nielsen rating that indicates that 45% of the households in the Boston area watch WGBH once a week. This is high for public television. The total station budget is $8 million per year. One-fourth to one-third of this is provided by the Federal government; other sources of support are individual contributions, foundation and corporation grants. Those wishing to learn more about WGBH may write:

Mr. Phillip Collyer
Director, Education Division
WGBH
Boston, Massachusetts 02134

The Massachusetts Commissioner of Education

Greg Anrig, the Commissioner of Education, gave an overview of school issues at the state level and responded to questions from guests at a dinner attended by field trip participants and former members of ESS from the Boston area. Current issues mentioned related to:

1. legislation - an effort is being made to organize education authorities into more productive measures.

2. management - action has been initiated to improve administration of the state office.

3. racial balance - the state will be able to eliminate racial isolation in public schools with the help of their racial balance law, which is one of few in the U.S.

4. child-labeling - a new law is being developed to protect parents and children from assessments made about them.

5. teacher certification - the state legislature is proposing competency-based certification over objections of education groups.

The audience raised questions on several other issues:

6. state priorities in education - (a) there is an urgent need to define secondary education and to implement changes that will respond to demands for high school graduates with employable skills; (b) the school system must respond to public skepticism of it by making the system more accountable; (c) protection from child-labeling was mentioned again.

7. research - Federal cutbacks in research have been a blow to progress in education in areas of open learning systems, voucher experiments, teacher training, and curriculum growth. Research should be directed toward 50-year, rather than 10-year planning.

--Reported by Ann Erdman
(20 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"FINANCING A NON-TRADITIONAL EDUCATIONAL INSTITUTION: PUBLIC LIBRARIES"

DR. RODNEY P. LANE
Senior Program Officer
Government Systems and Studies, Inc.

December 13, 1973

Under the aegis of Dr. Rodney P. Lane, senior program officer of Government Systems and Studies, Inc., a subsidiary of Mathematica, the basic issues in financing of public library services throughout the nation are being scrutinized. His comments related to the observations he has made during that study.

Dr. Lane noted that unlike public schools, which are mandated, public support for libraries has been voluntary thereby creating a mixed financial base from which they have operated as an educational institution. Now, a variety of fiscal and functional issues confront public libraries, the resolution of which will determine whether we are likely to witness the resurgence or the slow but sure demise of this unique American institution. In 1956, with passage of the Library Services and Construction Act's forerunner, a national policy and support program for public libraries was launched. That policy and program, which spent some $500 million over its 16-year history, has been set aside in favor of revenue sharing. While the level of Federal support was well under 10 percent of the operating expenditures of public libraries, even the most severe critics of LSCA would agree that the program activitated increased complementary support programs in many states.

On the functional side, there are serious problems concerning the role of the public library, the organization and structure through which they are administered, and the relationships between public libraries and other social institutions, particularly public education.

The public library is a unique social and cultural institution, but Dr. Lane feels that uniqueness should properly be viewed as both an asset and a liability. Concern over the financing system supporting public libraries has greatly increased recently because of erosions and weaknesses in the fiscal condition of local government and because of Federal budget cutbacks and the unknown impact of general and any special revenue sharing. The problem has deeper roots, however. It also involves changing library service needs and the response to those needs, the costs and benefits of library services, and local, state and Federal roles in supporting library services. Public libraries in this country have a rich heritage in private philanthropy (Carnegie, et. al.). Perhaps this history has delayed the movement toward a fuller recognition of public responsibility and funding support for library services. This factor, plus the low political visibility of public libraries, and the continuing single and separate status of libraries with respect to other functions of government may have retarded development of a more rational, responsive system of intergovernmental fiscal support.

The American demand for education as the panacea for all social and economic ills has produced a powerful political system and constituency independent of all other social and political systems. At the local level, in the vase majority of municipalities, we have two major systems of governance: one for public education and one for general governmental purposes. At this stage, the public library is neither an integrated component of the public educational scene, nor is it really considered a general service agency in the mainstream of government. That, Dr. Lane explained, is the root of the problem. The institution continues to dangle on the periphery of the social and governmental scene. The fact that libraries were once supported by private largesse is somehow reflected in policies which let them continue to survive on the bits and pieces of government fiscal surplus.

Dr. Lane stated that any valid consideration of public library financing should identify and distinguish among the several purposes and publics served by public libraries. This is no easy task with a library clientele which ranges from the most advanced of researchers to children engaging in their first reading experience, from the unique collection of the New York Public Library at 5th Avenue and 42nd Street to the miscellany of donated books in the upstairs room of the local village hall.

He noted that some 1,100-1,200 public libraries serve a total of 125 million people in municipalities over 25,000 persons and as many as 7,000 public libraries are located in the nation's 20,000 communities under 25,000 persons. The $814 million ($3.90 per capita) spent by states and localities for public libraries in fiscal 1971-72 was less than that spent for virtually every other domestic service. Total general expenditure of state and local governments rose almost 80 percent in the 5-year period 1967-1972, while library expenditure grew by less than 60 percent. Because personal income grew almost as fast as did expenditure for libraries during that period, the increase was only minimal relative to personal income.

As in the case of local public school, all three levels of government--Federal, state and local--participate in the financing of public libraries. Dr. Lane pointed out that indeed, for the U.S. as a whole, the Federal share of library financing differs little from its share of local school financing--7.4 percent and 8.0 percent, respectively, in 1971-72. But here the similarity ends. Library expenditure--both direct and in the form of aid to localities--from the states' own revenue sources comprised only 11.7 percent, leaving about 81 percent of the total bill to be financed by local governments. The corresponding figures for elementary and secondary schools were 40.2 percent and 51.8 percent.

Dr. Lane then summarized some of the key issues which he feels must be resolved in designing and implementing an adequate financing system.

1. Federal level. The amount and extent of federal funding has been small and has far from realized the expectations of the LSCA designers. The impact of revenue sharing could be extremely severe on the future development of public library services because it (1) cuts off further Federal funding, (2) provides the states an opportunity to reduce or eliminate their matching fund contribution and, (3) leaves local public libraries with the need to face local political and fiscal decision-makers with increased budget requests due to Federal and state cut-backs. The problem will be especially severe in urban areas because of the mismatch of needs and resources, and with respect to regional library networks which operate on a state-provided fiscal base.

2. State level. A total of 35 states authorize some form of state aid to public libraries. As of 1970-71, however, only 23 states made appropriations for this purpose. The total amount appropriated was $52.5 million of which 9 states appropriated $45 million, or 82 percent of the total for all states. New York State alone appropriated $15.5 million, or about one-third the total for the 9 states. Obviously, the support provided in the majority of states is nominal.

The basic factors cited for full state funding (90 percent level) of the costs of public education are also germane to the public library field: (1) differential need for educational services to meet the requirement of equalized opportunity, and (2) intra-jurisdictional fiscal disparities for the equitable support of public education.

Clearly, in terms of public finance theory and practice, the state has the fiscal resources and basic responsibility for the development of public libraries which meet the needs of all its citizens, but organizational and political difficulties restrict that support.

3. Local level. The central consideration in local government source funding is the property tax. Nearly half ($17.4 billion) of all local property taxes were for public education in 1970, and the relative portion has probably increased since then. The difficulties with the real property tax are many and well-known, and local governments, particularly urban jurisdictions, are facing financial crises of major proportions as they seek to provide funds for essential services. Dr. Lane reiterated here that general revenue sharing is not expected to relieve the problem much.

Dr. Lane said that closer organizational, functional and fiscal linkages must be developed between the public library and the public education establishment. The goal is not merger of the two systems or the absorption of one by the other. Rather the objective is a creative and enriching mixture of the two systems to provide improved and coordinated services in all communities, with the minimum duplication of services at tax-payers' expense.

In closing, Dr. Lane explained his feeling that in view of the White House Conference on libraries planned for 1976, the developing record on how libraries are faring under revenue sharing, and the nearing terminal date for the LSCA, the present time is strategic for an in-depth analysis of the subject. In such a study, general guidelines to be considered in the development of an improved financing system would include the following:

1. A balanced intergovernmental funding system represents the most viable option in the light of all factors and considerations.

2. There is a pronounced need to reduce the local funding load if we hope to see the maintenance and further development of public libraries.

3. There is a vital Federal functional and fiscal role in public library development and support. It features:

   - continuing development and maintenance support for national service networks and technological development
   - continuing innovative and demonstration funds
   - strengthened oversight responsibilities
   - effective response to inter-state fiscal disparities

4. Prime fiscal and functional responsibility for strengthened public library administration should be assigned to the state level to achieve development and maintenance of effective public library services for all the states' citizens. The goal is no less than to achieve equality of local public library services at uniform effective rates of taxation.

5. Strengthened functional (and ultimately organizational and fiscal) linkages between the public library and educational systems represent valid short and long range goals.

Representative Q's and A's:

Q. I recently read about a plan to consider organizing regional libraries. Do you think that would be a productive idea?

A. Yes. I favor almost any kind of cooperative effort--but, of course, it would be only a partial answer and most likely not a politically acceptable one.

Q. Librarians need to develop more political clout. How do we do it?

A. Get rid of the old structure of advisory type leadership and recognize the need to direct efforts to other, more politically important constituencies like schools, community leaders, etc.

Q. How can we mandate libraries?

A. It must be done on a state by state basis because the Federal government is not focusing on libraries as a priority matter. Interested parties must get the ear of the state officials and impact leaders.

Q. Since school systems take 50% of local revenues, would public libraries be better off as part of that portion of the governmental structure?

A. School libraries really aren't that well off either, so bringing public libraries into the school structure is like putting two corpses in the same coffin. I don't believe that would be a wise move.

Q. With regard to obtaining Federal money without strings, the argument could be made that public libraries really don't meet the communities needs. Therefore, data is needed to justify such a request. How can we develop that data?

A. I would say first that whatever strings are attached should not be punatively oriented. Then, there should be a variety of standards and measures for developing the data. Successful libraries should be visited and an evaluation made of what is making them work, with solid standards developed from an understanding of what it takes to have a good program. Then, it would make sense to collect data based on performance measured against those standards.

--Reported by George L. Hooper
(42 participants)

THE GEORGE WASHINGTON UNIVERSITY INSTITUTE FOR EDUCATIONAL LEADERSHIP
EDUCATIONAL STAFF SEMINAR
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EDUCATIONAL STAFF SEMINAR REPORT
"Early Childhood Development"

Dr. Milton E. Akers
Director, Office of Early Childhood Development,
State of Florida

April 18, 1973

Dr. Akers spoke about the growing State involvement in day care and specifically, about his experiences in Florida as director of the Office of Early Childhood Development in Florida.

Sparked mainly by the promise of Federal dollars, many states have developed state organizations dealing with early childhood development. Though differing in structure and in responsibility, these departments share a desire to coordinate early childhood programs. In addition, said Akers, they all share the same problems -- a power struggle with existing agencies and a shortage of money.

On July 1, 1972, Florida passed the Early Childhood and Family Development Act of 1972 -- a bill creating an office of early childhood development in the office of the Governor to promote, plan, coordinate and administer early childhood programs. $43,127 was appropriated. Dr. Akers feels that this is the first time that legislation which is truly child-focused rather than employment focused, has been enacted.

The bill is based on three assumptions - that the early years are crucial, that the family has the greatest impact, and that it is vital to bring together agencies and the private sector.

The legislation provides for comprehensive services as follows:

1) The purpose of the legislation is to reduce overlapping, duplication, confusion and reduced benefits to children;

2) The program is open to all children, with a sliding fee scale for children up to the age of 14;

3) A variety of types of care will be provided, with parents given options wherever feasible;

4) The orientation is mainly to centers, partly because there is presently no licensing and, thus, a problem in evaluating family care;

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*The reports of ESS activities are published for the benefit of ESS participants. These reports are for informational purposes only and do not constitute an endorsement of particular educational policies or practices.

5) Advisory councils are to be established;

6) A personnel training program will be established in conjunction with school boards and higher education institutions;

7) Research will be maintained;

8) Parental involvement is stressed;

9) Special programs for migrants are authorized with emphasis on health, social and educational services;

10) A statewide program for early detection of problems is envisioned with periodic evaluation;

11) A K-to-3 program with teacher aides is programmed;

12) Children in high school will be prepared for parenthood;

13) Parent programs will be provided using existing resources such as local PTAs.

In discussing the difficulties of setting up the office, Dr. Akers stressed the problem of deciding where to place the program. He vetoed the Department of Education as not being broad enough in vision, as being too concerned with IQ and as not understanding families and communities. In turn, he vetoed the Department of Human Resources as being too closely tied to welfare. The final decision in Florida was to place the program in the Governor's office with an interagency council comprised of representatives of those agencies involved in the delivery of services to young children.

With regard to some of the other plans for the Office of Child Development, Dr. Akers discussed the possibility of setting up a data bank on children to monitor those with special needs and the necessity for setting up county councils in order to insure local participation.

Commenting briefly on recent Federal action in the area of child care -- specifically the $2.5 billion ceiling on social services and the then-proposed regulations -- Dr. Akers stated that over 2300 children would lose services in Florida and that it would take $1.3 million to restore services. He stated, however, that it is his feeling that "cuts in Federal funds may have triggered local initiatives."

Dr. Akers ended his remarks on an extremely negative note. He explained that the legislation passed last year was to develop a plan and that this plan must then be approved by the legislature. Most recently, he has been informed that the Appropriations Committee recommended that his office be abolished.

During the question and answer period, Dr. Akers stressed the fact that money and a conflict between the Legislature and the Governor, compounded by the various other agencies involved, is probably at the root of the present tenuous position of his office.

Dr. Akers also emphasized the need for educating the public on the entire subject of child care and early childhood development.

--Reported by Judy Helms
(23 Participants)

EDUCATIONAL STAFF SEMINAR REPORT

"DO AMERICANS REALLY LIKE CHILDREN?"

Kenneth Keniston
Chairman and Executive Director,
Carnegie Council on Children

November 13, 1973

Dr. Kenneth Keniston came to ESS by virtue of his position as Chairman and Executive Director of the Carnegie Corporation's Council on Children, although his many other accomplishments, especially his psycho-cultural studies of alienated youth and radicals (The Uncommitted and Young Radicals) have already earned him a national reputation and a place as speaker to those interested in educational affairs. Dr. Keniston is a Professor of Psychology and Psychiatry and is currently on leave from the Yale Medical School where he is Director of the Behaviorial Sciences Study Center.

As Dr. Keniston indicated, there are two basic types of commissions--those which work very closely with Congress and other policy-makers and the so-called "bench mark commissions" which stand back and make analyses with which people will eventually have to contend. The Council on Children is of the latter type and will pick up where the Carnegie Corporation's other councils have left off--on the question of what our priorities should be for children in the coming decades. The council members hope to lay the foundation for this choice by making our society's values about children explicit and then making some assessment about the match between our child rearing patterns and the needs of our children. The council was established in late 1972 and is concerned with all American children from birth to age nine, thereby eschewing the current fashion to focus on particular minorities or subgroups of children.

Its twelve members are young, the average age being in the 40's. Members were not chosen to be representative of any groups or perspectives. The council's staff (ten full-time, four part-time professionals) is even younger, chosen with the hope that those in their late 20's and early 30's will bring to the council an enthusiasm, a hopefulness for renewal, and a sensitivity to the social and cultural changes wrought by the 1960's.

The council has engaged in general speculation about the needs of children in its first year and hopes to go forward in its second year to accomplish detailed analyses of specific problems which affect children. As the council has a three year life span, Dr. Keniston indicated its members are becoming anxious to make its findings and intuitions more concrete in the coming months.

Preliminary Findings

The preliminary findings of the council are provocative and varied. Dr. Keniston spoke at length about the American ambivalence toward children. In the opinion of the council, public commitment to children is lacking in the U.S. compared to other countries. We have a high infant mortality rate despite the country's affluence; we are one of the few countries to deny mothers complete government-sponsored infant health care; and we have a significant number of children who are malnutritioned.

This raises a question about America's "child-centeredness". In general, Americans tend to differentiate between their children and other people's children which leads to the denial of any public responsibility for children. This ambivalence has deep historical roots--the council is probing, criticizing, and planning to make recommendations regarding this posture. As an aside, Dr. Keniston pointed out that in areas like this, the council also acts, in a sense, as advocates for children: if it could "raise the consciousness" of the public to approve more funds for children, this would be considered a valuable accomplishment.

Another tentative conclusion arrived at by the council is the need for universal entitlement in our government programs relating to children to minimize the degree to which we are a class differentiated society. This means that as nearly as possible, government programs should be designed so that the same means of getting services are available to the entire population. For instance, food vouchers would be preferable to direct provision of food as a means of supporting the nutrition needs of needy families. In the short term, we will have to settle for special programs for special children, but if this approach is continued over the long term, it will be morally and politically assailable.

At the same time, the council feels that government should provide, where feasible, a maximum diversity of services. This is in recognition of the fact that we are one nation made up of many peoples and that government should seek to preserve this diversity.

These tentative conclusions demonstrate the council's concern about the next generation--the quality of its life style and its integrity. It isn't limiting its concerns to those children whose minimal needs aren't taken care of in our society. It is exploring questions like: what kinds of people do we want as heirs?

Another Perspective

To get a different perspective on the activities of the council, Dr. Keniston brought along Dr. Joan Costello, staff member of the council on a 1-year leave from the Yale Child Study Center, where she is Assistant Professor of Psychology.

Dr. Costello indicated her work with the council has been in the changing nature of child care, especially the growth of out-of-family care, its impact on children and its importance for the future. To illustrate this, she spoke of her study of women work roles, the changing role of women in the family, and her concern with the question: is there a conflict between the needs of children and the needs of women?

Dr. Costello indicated the answer to this question may be quite different for children of differing age groups. Thus, she is attempting to identify the needs of children in various age groups and the influence of different types of caretakers. Between six months and two years, for instance, a child seems to need constant feedback from caretakers; perhaps multiple caretakers cannot provide what children need at this age. This suggests a possible conflict between the needs of women and very young children. In contrast, at ages 3-5 what seems to be important for a child's social and emotional development is the opportunity for imitating adults. This may indicate the preferable child rearing arrangement at this age is multiple caretakers, which would cause less conflict between the needs of children and women.

Questions

After dinner, Dr. Keniston asked for audience reaction. The first "question" was a suggestion that the council expand its membership to include grandparents and children.

Q. How will the council implement its findings?

Dr. Keniston responded that there is no outline or firm conclusion at this point as to how the council will try to implement its findings. The council is not satisfied with the way commissions usually work, yet it cannot escape the fact that it is a commission.

It wants to avoid issuing yet another volume saying no more than "things are bad for children in our society" or calling for the expenditure of billions and then closing the council doors. The members of the council have begun to consider staff contacts with professional groups and some sort of visual presentation of their findings.

Q. Isn't there an inevitable conflict between universal entitlement and special programs for special needs?

Dr. Keniston noted that there are at least three possible strategies to solve problems with limited funds--jobs, cash grants, and the provision of services. If one appreciates the diversity of mechanisms available to solve problems, there need not be a conflict between them. For example, money may be the answer to nutrition problems but not the solution to health care.

The hardest problems to think about are those of children who don't have special needs, for they lead us to think about what kind of adults we want our children to become. In this regard, Dr. Keniston hopes the council will make value judgements about certain types of people through its discussion of the values supporting interdependence of peoples and nations, qualities necessary to live with a rapid pace of change, and qualities which foster tolerance.

From a more narrow policy viewpoint, if we're worried about equalization, maybe we should stop looking at specially targeted programs for special groups, such as compensatory education, and start looking at things like the tax structure. People are just beginning to realize the shortcomings of specially targeted programs.

Dr. Keniston emphasized we are not striving to eliminate ethnic diversity, just insure equality of access. The council will hopefully provide information useful to this end by looking at what is fluid and what is rigid in the American culture, thereby giving an indication what can and cannot be changed in our child rearing patterns. What is particularly outstanding about the U.S. is the notion that children are private property. The U.S., Germany, and Hungary all seem to have problems in developing child care systems because of a lack of sense of collective responsibility for children.

Further information on the activities of the council can be obtained from the Carnegie Council on Children, 285 Prospect Street, New Haven, Connecticut.

--Reported by Susan E. Hause
(70 participants)

EDUCATIONAL STAFF SEMINAR REPORT
"Gifted Children"

Dr. James J. Gallagher
Director, Frank Porter Graham Child Development Center
Chapel Hill, North Carolina

May 17, 1973

The objective of this meeting was to initiate an inquiry into "one of the nation's most neglected human resources: Gifted, talented, and creative children." Two separate presentations were given. In the first, Dr. James J. Gallagher, Director of the Frank Porter Graham Child Development Center, Chapel Hill, North Carolina provided his analysis of the problems surrounding the education of exceptionally bright children. In the second presentation, Dr. Harold C. Lyon, Jr., Director of Education for the Gifted and Talented, U.S. Office of Education, reviewed the activities of his organization and introduced two students who have benefited from special programs for the gifted.

Dr. Gallagher, by way of a preface to his remarks, quoted from a paper which he had written when leaving his position as Deputy Assistant Secretary for Planning Research and Evaluation, of the U.S. Department of Health, Education, and Welfare in June of 1971 to accept his present position:

> " I have occasionally felt that we in the Government are actors in a badly written or badly produced play by a long forgotten author. Good actors can disguise the flaws of the play for a time while bad actors make them immediately apparent but the flaws remain and merely changing the cast of characters doesn't help that much. We need to do something about the play or in this instance the way in which decision making occurs on educational matters in Government. There will be few meaningful accomplishments in federal educational policy without this rapport."

He then stated that Federal programmatic support for the specially talented or bright is especially minimal because "it is a coldblooded problem in a hot blooded town." When problems are neither immediate nor precipitous, and benefits to be accrued from Federal support are both long-range and remote, then the area of education is especially neglected. To substantiate this point, the one time that interest was developed and action generated with regard to the gifted was in response to "Sputnik," which of course made the problem immediate. There is hope, he feels, that this crisis reaction is not the only manner in which attention will be given to this educational area, and that the Government is ready to be rational and to consider intellect as a national resource.

Dr. Gallagher divided the text of his remarks into three areas: (1) the gifted as an area of interest; (2) problems of educating the gifted; and (3) programs for the public interest. Giftedness was defined as "the ability to manipulate symbols to allow individuals to respond to problems that they face." Intelligence was assigned three forms, semantic, symbolic, and figural, and IQ was depicted as the ratio of mental age to chronological age. It was cited that approximately 2% of the population has an IQ above 130. Several prominent historical figures were mentioned as being possessors of extremely high IQ's. These included types such as Luther, Da Vinci, and Galileo (as well as Nazi war criminals).

In considering the problems of schooling exceptionally talented children Dr. Gallagher pointed out that children are classified into grades according to only one facet of their development: chronological age. This does not take into account other significant characteristics such as physical, mental, motor, social, and academic development. It is possible that a particular child might equal his grade level in only one or two of these several developmental facets.

He also emphasized that emotional barriers which amount to variations of adult resentment have limited the development of programs for the gifted. Bright children are difficult to control, won't take orders easily, and represent potential threats to adults. For instance, parents of average or below average children are resentful toward parents of the gifted feeling they already have more than their share. Perhaps the summary statement here was that assistance to the gifted in essence violates a fundamental egalitarian principle of this country: the tendency on the part of most people to find a balance of superior and inferior characeristics in each person; that the super athelete is characterized mentally as a moron; that the highly intelligent are thought of as physical weaklings.

Although there are few teachers specifically trained to provide instruction for the gifted, Dr. Gallagher feels that teachers can with special training effectively stimulate the intellectual growth of these students. He further pointed out that in teaching gifted students the highest cognitive levels possible should be sought, and that independence in learning should be encouraged.

In analyzing the existing federal program, Dr. Gallagher again stressed past neglect, citing statistics to indicate very little individual support for talented children. He added, however, that there is significant legislation pending described in the attached material which was distributed at the meeting. Also, attached is a map illustrating the status of State government activities in regard to the gifted.

By way of conclusion, Dr. Gallagher cited the beginning efforts of the U.S. Office of Education in its Office of Education for the Gifted and Talented which is under the direction of Dr. Harold C. Lyon, Jr., the second speaker of the evening. Dr. Lyon said that the goal of his organization is to provide every gifted child in the United States with the opportunity to receive an education appropriate to his needs. The operational objective of the office is to double the number of gifted and talented children now being served from the present 80,000 to 160,000.

At present the Office of Education for the Gifted and Talented is operating without special legislation and therefore has no new funds to support massive projects for its target population. It has, however, received the cooperation of private, and other federal agencies to provide various types of support and assistance. These include projects whereby local professionals will serve as mentors in their respective fields for youngsters, and research experiences during which students and teachers accompany prominent scientists on world-wide learning expeditions.

Dr. Lyon introduced two students as examples of the nation's gifted and talented youth. Both of these young men, one a college senior, and the other a high school senior, have been recipients of support through federal programs, including some activities connected with Dr. Lyon's office. The students gave personal testimony as to the benefit they had accrued from participating in these programs.

1. The problem of discovering the exceptionally talented student at the elementary school level or earlier.

2. The validity of individual support-type programs in general was raised; that is, since the Federal Government cannot give personal support to all individuals, why the intellectually gifted as opposed to the mentally retarded, etc..

3. A hope that these exceptionally talented youngsters might be exposed to a policy-making body today so that they may be able to influence future educational policy.

4. Mention was made as to ethical and moral responsibilities related to the education of the gifted and talented.

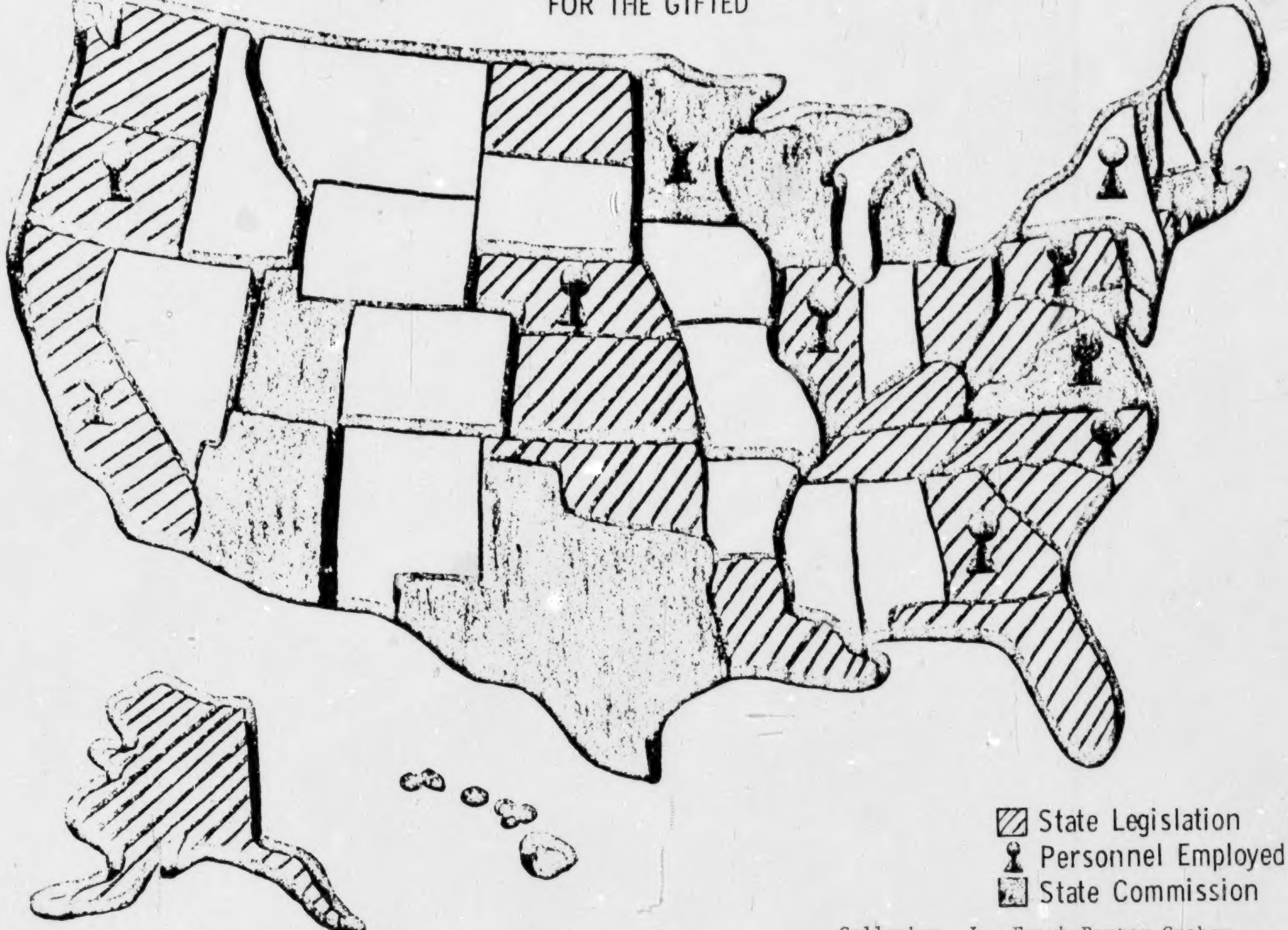
5. A need for studies to determine the factors which lead some children to ultimately become societally beneficial (the Newtons and the Galileos) and some detrimental (Nazi war criminals).

6. A concern was voiced for the special problems of the gifted who are also female.

--Reported by Robert R. Watson
(45 participants)

FIGURE 8

STATE LEGISLATION, PLANNING, AND LEADERSHIP PERSONNEL
FOR THE GIFTED


▨ State Legislation
♟ Personnel Employed
▩ State Commission

Gallagher, J., Frank Porter Graham
Child Development Center
University of North Carolina 1973

FEDERAL LEGISLATION - CURRENT AND PROPOSED

PUBLIC LAW 91-230

* DETERMINE EXTENT OF SPECIAL EDUCATIONAL ASSISTANCE PROGRAMS TO MEET NEEDS OF GIFTED AND TALENTED CHILDREN
* SHOW WHERE EXISTING FEDERAL EDUCATIONAL ASSISTANCE ARE BEING USED FOR GIFTED AND HOW THEY CAN MORE EFFECTIVELY BE USED
* RECOMMEND NEW PROGRAMS, IF NEEDED

ACTIONS FOLLOWING P.L. 91-230

* ESTABLISH AN OFFICE OF GIFTED AND TALENTED IN U.S OFFICE OF EDUCATION
* DIVERT SOME RESEARCH FUNDS TO SPECIAL PROJECTS FOR GIFTED
* ESTABLISH LEADERSHIP TRAINING INSTITUTE TO ENCOURAGE STATE LEADERSHIP TEAMS TO GET ADVANCED TRAINING
* ENCOURAGE SPECIAL PILOT PROJECTS FOR DEMONSTRATION

Gallagher, J., Frank Porter Graham
Child Development Center
University of North Carolina 1973

EDUCATIONAL STAFF SEMINAR REPORT

"EDUCATION FOR THE GIFTED AND TALENTED IN PHILADELPHIA"

June 7-8, 1973

Radical departures from traditional education never meet with unanimous community approval. In Philadelphia, where several programs are under way to meet the needs of gifted and talented students, there are a good many critics. But judging by what the Educational Staff Seminar participants saw on their trip to Philadelphia to observe special programs to educate gifted and talented children, innovation is the essence of change.

A group of Federal education specialists and staff from Congressional offices arrived in Philadelphia on a gray June day for a two-day exploration of efforts to improve educational opportunities for exceptionally gifted and talented students. The group was welcomed by Leonard Finkelstein, Director of Alternative Programs for the School District of Philadelphia. Then, divided into four subgroups, all departed to spend the morning touring a variety of facilities throughout the city from the affluent Northeast High School (where the film HIGH SCHOOL was based) to Parkway, a "school without walls" in which the students plan and develop programs to suit their individual interests and needs.

Hopefully, there were to be two outcomes of the morning observations: 1) exposure to the education of gifted and talented children under a variety of conditions; 2) an exchange of experiences and points of view with the groups we were seeing in action. Several students and staff members from the schools we visited joined the discussion.

What had been learned?

Parkway students, we learned,were students who had wanted more than a conventional high school education. They wanted academic freedom, a chance to explore their own interests, and the excitement of innovation. They found their experiences both gratifying and disappointing. They were free, able to develop intellectually and creatively, but they were about to graduate and were concerned about the future of their citywide Alma Mater. A study had concluded that the lottery system used to bring in students from Philadelphia's eight tracts was getting out of hand. They told us that bright students from affluent districts were openly discouraged from participating in the program by guidance counsellors who said that the school was really for "vagrant" students who did not want to work or were too troublesome to have in conventional schools. Parkway was apparently planning to abandon the lottery that now selects some 90% of its students. Twenty-five percent would be chosen by the Superintendent's Office. Was the school becoming structured with age? Was the level of expectation for student achievement suffering from the school's loose community atmosphere? Was the program becoming too large? Such doubts were in the students' minds but all agreed that they were grateful for their years of free academic and creative development. For those who wanted to learn and grow, a school without walls was a good route to take through the tough high school years.

There were students present from the School for Human Concerns. This school for 140 students has walls but it was what was within those walls that made it unique. The students we met were openly enthusiastic about its concept: personal sharing and caring within the boundaries of high school education. Many of the students were on the way to being drop-outs and non-achievers when they heard about and were encouraged to go to this new and different school. For them, it was their first opportunity to see teachers as more than dictating superiors and to relate to others of different ethnic and economic backgrounds. It was a chance to learn about human relationships and emotions while learning academically.

We visited other schools that day: a conventional high school, the Samson Freeman School Of Humanities; the affluent Northeast High; Franklin House, an experimental concept; and two schools for gifted children, Conwell Middle Magnet School and the Masterman School for intermediate grade students.

That evening we attended a dinner with students and staff from Dr. Victor Satinsky's innovative educational program at Hahnemann Medical College. The Doctor, Dean of Human Resources, is in charge of a multi-faceted program for both high school and college students. Beginning primarily as a science-oriented summer program for high school juniors and seniors, the program attempted to provide a unique opportunity for gifted students: an opportunity to study advanced scientific and medical areas that are not open to the average high school and even undergraduate college student, as well as to expose students to the real world of scientific labs and the hospital. Seminar guests were told by students themselves, past and present, of their experiences, what the program had done for them, what was happening now, and plans to create a similar project in the area of the arts and humanities.

On the next day we toured the Hahnemann Medical College. We watched students reporting on Medical Journal articles, lunched with school administrators and students, visited several labs where students were working on experiments, and ended the program by listening to a report by students involved in a child advocacy program for low income "problem" students.

Dr. Satinsky seems to have unlimited energy. "People tell me," he said "that I am doing too many things at once. Maybe so, but it's working." I came away feeling exhausted, as if I had run a grueling marathon on a turf of chaos; and yet students were getting into the country's outstanding schools, some skipping their Freshman years altogether. Though Satinsky's students were working hard, they liked the disciplined freedom and were glad they had the opportunity to participate.

--Reported by Linda Teixeira
(13 participants)

EDUCATIONAL STAFF SEMINAR REPORT

The Federal Role in the Education of Handicapped Children
Site Visit to Kendall School/Model Secondary School for the Deaf (MSSD)

January 24, 1973

Our fourth seminar on the handicapped took us to the campus of Gallaudet College where we toured Kendall Demonstration Elementary School and the Model Secondary School for the Deaf. Personnel from both schools were helpful in guiding us through the facilities, explaining ongoing activities in the classrooms, and answering our questions.

Kendall School

Kendall School, which has been providing education for deaf children since 1957, became a Demonstration Elementary School by an Act of Congress in December 1970. It operates as a federally funded, tuition-free institution serving 175 children who commute daily from the Washington metropolitan area. New techniques and materials developed at Kendall are intended to be replicated by other schools for the deaf throughout the nation.

Our tour of Kendall included visits to a science classroom, a classroom employing computer-assisted instruction techniques, an experimental "open" classroom, a speech therapy classroom and the school library. We were particularly interested in the computer classroom where young students were learning language and mathematics on teletype terminals. The terminals, connected to a computer at Stanford University, provide each child with personalized instruction allowing him to progress at his own pace. The programs are written in such a way that the teacher can monitor the child's progress and modify his instruction to best fit his individual needs. We were told that the children respond enthusiastically to this type of instruction and seem to be progressing well under the system.

At the experimental "open" classroom we observed several activities in progress simultaneously in a single large room. Here, children move from one activity to another according to their desires and are taught by a battery of teachers. Teachers who volunteered for this assignment find the work quite exhausting but feel the "open" situation has its merits. Positive reinforcement techniques, where children are rewarded by treats and prizes for their success in learning games, were in force here as well as throughout the school.

Some of the things we learned about Kendall:

- --the student/teacher ratio is 6 or 7 to 1;
- --enrollment has increased since the recent D.C. litigation decision (Mills v. Board of Education)
- --there is a need for black male teachers [illegible] Kendall since 80% of the children are boys and 78% of the children are black.

Model Secondary School for the Deaf (MSSD)

The Model Secondary School for the Deaf authorized by Public Law 89-694 is operated by Gallaudet College to (1) provide day and residential facilities for high school-age deaf youth, (2) prepare these students for postsecondary advanced study and/or vocational training, and (3) stimulate the development of similar programs in other regions. MSSD presently serves in temporary facilities about 100 students between the ages of 14 and 19 years from D.C., Maryland, Virginia, West Virginia, Delaware and Pennsylvania. When fully operational, MSSD is expected to have an enrollment of 600 students.

Our tour included visits to a computer center similar to the one at Kendall School, a class in language development, a chemistry class, the MSSD social science resource room, and the home economics department.

On the tour we learned that many of the MSSD graduates further their education at Gallaudet College where they prepare to enter the teaching profession as well as other fields. Many of the teachers at Kendall School and MSSD are graduates of Gallaudet. Every effort is made to place other graduates in either jobs or vocational/technical training programs.

The Gallaudet Preschool

After touring MSSD we also made a quick visit to the Gallaudet Preschool which eventually will become a tuition-free part of the Kendall School. Presently, the preschool serves about 35 children from birth to five years. Since an emphasis is placed on teaching parents to work with their child at home, parents or guardians are required to remain with their child and observe his activities.

Panel Discussion

Over lunch we discussed our impressions of the morning tour with Kendall School and MSSD administrators and instructors. Afterward, a panel discussed "The Federal Role in Educating the Handicapped":

(1) Dr. Jerry Davis, Baltimore County Department of Education
(2) Mr. John Melcher, Director of Bureau of Handicapped Children, State of Wisconsin

(3) Dr. Jasper Harvey, Director of Special Education, University of Texas

Contributions from the panel were especially helpful since each presented his ideas on the role of the Federal Government from a different point of view--a local education agency, a State education agency, and a university. The panel pointed out areas where the Federal Government had succeeded in its role of helping to educate the handicapped and other areas where there is a need for greater Federal participation. A topical account of their comments follows.

Catalytic Influence - The Federal Government has made a greater impact on the education of the handicapped than its small financial contribution (about 3%) would indicate because of the catalytic way its funds are spent, e.g. the Federal funding of preschool projects which were not authorized to be funded with State funds. The projects were so successful that States changed their laws to allow State-funding of these projects. Also, States have found that by using these Federal dollars wisely the dollars go much further. For example, the retention rate of a project funded 100% with Federal dollars is only about 5% after Federal funds are withdrawn. A project funded 30% with Federal dollars, however, has a retention rate of 95%.

Teacher Training - Federal dollars have had a great influence in increasing the number of college special education departments--from 15 in 1953 to over 300 in 1973. Still a greater need for special education teachers exists than these schools can supply. Consideration must be given to tapping junior college resources to meet this need.

Strengthening SEA's and BEH - Title V of the Elementary and Secondary Education Act for strengthening State education agencies has successfully raised the quality of SEA's and should be continued. By the same token, BEH should also be strengthened so that it can function in more than an administrative capacity and have a greater impact.

Research - Federal dollars spent on research will become increasingly important. More should be spent on "action" research to enable BEH to quickly provide to Congress the information it needs in considering legislation affecting the handicapped.

Education Models - A need exists for an education model employing a comprehensive approach to educating the handicapped--a model that would show how services and resources can be correlated. In addition, there is a need for a practical information dissemination model. ERIC is apparently too sophisticated a model to be of much value to the average educator.

Lateness of Funding - A real problem exists because Federal dollars usually arrive too late. Administrators, uncertain as to the level of funding they will receive, are forced to hire late in the year and take what's "left over." The panel felt that this tardiness in funding contributes to a general attitude that the Government is grossly inefficient. An alternative funding schedule which would deliver the funds to schools on an advanced basis (as are college grants) would help solve this problem.

Litigation - Recent court decisions ruling that the handicapped are entitled to a free appropriate public education are causing a financial crisis in many States. If custodial institutions are going to be closed and if a zero-rejection rate must be followed by local schools, the extra money necessary to educate these children must come from somewhere. The excess cost bill presently before the Congress is one answer to this problem since the cost of educating a handicapped child is from 1½ to 3 times as much as the cost for a normal child. Regardless of the solution, however, the panel emphasized that the categorical nature of present legislation that sets aside money for the handicapped must be maintained or else the handicapped will not receive the share they deserve.

Future Seminars on the Handicapped

To conclude our fourth seminar on the handicapped we discussed "Where do we go from here?" and came up with several suggestions for future seminars on the handicapped. Some of the topics suggested were (1) preschool education, (2) vocational education, (3) low-incidence handicaps, (4) impact of Federal funds on a representative school district, and (5) discussion by special education students of the adequacy of their training.

--Reported by Carol Schuster
(26 participants)

EDUCATIONAL STAFF SEMINAR REPORT

Education of the Handicapped in Dekalb County, Georgia

May 10-11, 1973

Our two-day on-site visit to handicapped centers in Dekalb County, Georgia brought back with it recollections of unusual hospitality, impressive facilities, professional personnel, and a general warm feeling. An "A" Number One center for educating the handicapped is in the heart of Georgia.

Our group divided into five sub-groups in order to see more facilities. I will have to tell the story from my vantage point describing those facilities and centers I saw. My particular group leader was Mrs. Elanor McCandless, Consultant on Learning Disabilities for Dekalb County schools. The sub-group format gave us the opportunity to understand a complete history of education for the handicapped in DeKalb County, as well as seeing individual centers on an intensive basis. The plan for each day of our visit was for the five groups to go to their scheduled centers with their guides and to meet together at the end of the day for rap and wrap-up sessions.

Our first stop was at the South DeKalb Children's Center for the Severely Disturbed. On the first floor of this facility classes were held for trainable mentally retarded children. For those considered to be severely disturbed or diagnosed as autistic or schizophrenic, the center also houses an evaluation clinic with a team of teachers, teacher assistants, therapists, psychologists and psychiatrists who observe the children over a three month period. This facility has served 66 children since the start of the year. We were told that of the 47 students last year, 4 returned to regular classrooms and only 3 were institutionalized. The program for the severely disturbed is state supported and covers six school systems.

Our next stop was Dunaire School, a regular public elementary school containing one EMR (educable mentally retarded) class. Ages of students in this class ranged from 6 to 8. The program 's goal is to assist the child in language development, printing, numbers, and physical education.

At lunch our groups met together at Scottdale Center. Students at Scottdale (90) were pre-adult trainable mentally retarded, aged 14 to 21. Facilities included a home economics class, industrial arts (where we saw the boys doing a special car care unit) as well as prevocational and vocational training. The students and teachers prepared and served a very nice lunch in the home economics class. After our lunch, Dr. James Hinson, Superintendent of DeKalb County Schools made a few remarks. He discussed the recently passed 53.7 million dollar bond referendum which he considered a giant step forward for special education. According to Dr. Hinson, the ultimate solution is to take the distraction out of the learning environment and to bring the education for the handicapped up to the level of education in the best schools. Quality education can only be defined in terms of the particular needs of each individual handicapped child. The superintendent mentioned Georgia House Bill 453 which establishes the goal of providing educational services to all by 1976.

After our luncheon we progressed to the Fernbank Science Center. Functioning as a Title III project, Fernbank Science Center began some 8 or 9 years ago. While the program is designed for all children in the area, special classes and materials are available for handicapped students. The Center had an elaborate exhibit hall with everything from animals to space-modules. We viewed one special program with a class from the Alabama School for the Deaf. It was a study of the electromicroscope and a lesson in cell structure. Special visual aids were used as phrases flashed on the television screen just above the picture of the cell to convey the lesson to the deaf students. From our first class, we proceeded to the Zeiss planetarium, also part of the Fernbank Center. Again, the students from the Alabama Deaf School were with us. As we heard a lesson on stars, special use was made of captioning key instructional phrases on the planetarium dome, so that the deaf students were able to follow along.

Upon our return to Robert Shaw center, there was a brief coffee and conversation session with some of the teachers, assistants, parents, and children we had seen that first day. This smaller discussion was followed by a large meeting of all groups. The general meeting of the day was particularly stimulating. Two state legislators (one house member and one State Senator) were present. State Director of Special Education, Mr. Nash, called the attitude toward the handicapped in Dekalb County, Georgia atypical. He suggested that whether or not the amount of money at the Federal level is minimal, it is the attitude of commitment at the Federal level that matters. The county presently serves approximately 3/4 of the handicapped population due in part to what has gone on so far on the national scene. Special education now has number one priority in the State of Georgia, but whether or not it will continue to be number one priority is the question. In his estimation, the zero base budget ought to continue to earmark legislation guaranteeing funds for the handicapped.

According to one of the State Legislators, there is a special mandate that every child should receive free public education by 1976. The mood of the legislature is changing. Governor Carter authorized $8 million to start kindergartens which would replace money for handicapped. The State legislator's favorite phrase was "don't throw the baby out with the bath water." This could be the thematic thread running through all of our discussions. It is an admonition to Capitol Hill to insure that the states have adequate funds for the handicapped.

Has the trend been to move to new hardware or toward community based facilities for the handicapped? It was brought out in the discussion that in the last four years in Georgia the trend has been toward community based facilities and these services have in turn undergone reorganization. Nash gave the example of the Department of Human Resources showing definite coordination across agency lines. In further explanation, he stated that the Mental Health budget request for less number of beds showed orientation change.

One of the legislators pointed out that "Federal monies are our monies too," and it was a point well taken. One state won't ever be able to support all of its educational services. Before federal help the state had no means to get leadership people and needed to use federal money to stimulate local effort. In Nash's opinion, there is always a need for federal money. Although 58 to 60 million dollars is provided by the State of Georgia, if the $29 million in Federal funds were taken away Georgia's handicapped programs would be destroyed.

The State Senator, himself handicapped, then made a few remarks. He suggested that the State of Georgia now appropriates on a line-item basis. The legislature has turned "gun shy" (in his words) of federal monies because the states can't be assured of how permanent a commitment there will be. The Senator stressed the need for a guaranteed amount of funds no matter how small and again emphasized quality rather than quantity.

The second day brought another round of touring handicapped centers. First on our itinerary was the Aidmore clinic for the Multihandicapped. Most of the children were handicapped as a result of the rubella epidemic. To be considered multihandicapped, one must have a sensory impairment and more than one major handicapping condition. Children, ages 3 to 12, are brought to Aidmore for a 3½-week evaluation. During this time, each child is seen by the teaching staff in fully equipped diagnostic classrooms. At the end of the three-week period a comprehensive report is written and in consultation sessions with the parents, the staff recommends placement for the child. Even though this was considered to serve children from the region, there were relatively few children (about 10 in all) being evaluated at that particular time.

We returned to the Robert Shaw Center where we visited four classes of S.L.D. (Specific Learning Disabilities children). Because this was Mrs. McCandless' forte, we spent most of our time looking in on these classes and talking with the psychologist. Mrs. McCandless stressed that Title III helped them get materials and a better staff for learning disabilities. This particular facility served 40 students in four classes of Learning Disabled (L.D.) and Mrs. McCandless said there were divergent opinions in terms of defining Learning Disabilities. The definition by the Office of Education has been extended to include those children with sensory, motor, intellectual or emotional problems. These children are of normal intelligence but have a discrepancy between their intellectual potential and achievement levels or have been diagnosed with deficits in the learning process. Although Robert Shaw houses some EMR ABD TMR classes as well, there are four classes of LD students, with a maximum number of ten in each class. Classwork and individualized activity in the classroom is based primarily on test results. A wide range of tests are used including Bender, WISC (Wechsler Intelligence Scale for Children) and ITPA (Illinois Test of Psycholinguistic Abilities). The most remarkable thing about this program is to see the children working independently at their desks. Students are evaluated on the basis of starting and completing a task and were rewarded for following directions. An unusual facet of this program is the number of volunteers for the LD classes, some 300 from every part of the county. Parent involvement proves particularly useful in running the classroom smoothly. The parent, however, is not allowed to be in the same classroom with her own child. LD classes seem to be extremely well-structured and organized. Each child has a schedule of activities to follow -- listening, reading, seatwork, math, language. The SLD program seems to be successful and the parents we talked with were pleased with the progress their children were making.

After the morning visit at Robert Shaw LD classes, we then moved to Sequoyah High School where we saw one class for the gifted and one class of trainable mentally retarded. We lunched with the gifted students in the school cafeteria (I had forgotten what that experience was like) and interacted with them in discussion about their particular projects and their views of being labeled "gifted." After lunch we visited their class. During one period a day in their otherwise regular schedule, these students come to an unstructured classroom to work on their special projects. At the first of the semester the student must present a prospectus for a special project to his/her teacher, who acts more in a supervisory capacity than as an instructor. The students for this "gifted" class are chosen on the basis of a combination of factors -- teacher recommendation, high IQ, high academic record and/or special talent. Students in the class ranged from 15 to 17. The types of activity were very diversified. One student was composing music, another was sewing; still another was working on braille books for the blind (using dried peas for the raised dots). The teacher mentioned the summer program for the gifted, the DeKalb Honors Program, patterned after the Governor's Honors Program (by Governor Terry Sanford of North Carolina) as Dr. Harold Turner (Director of Special Education) later informed us. The purpose of the program is to provide the gifted students with an opportunity to participate in enriched education experiences not usually available during the school year. Areas of study include social studies, art, music, science and drama. Many of the students in that high school class were chosen to attend the summer session.

Our last stop before our final meeting of the day was Henderson Mill School where we visited an SLC class, a half-day, self-contained class and an afternoon resource class. One teacher and two assistants worked with the children in the morning. In the afternoon, the teacher became a resource teacher. This was exemplary of one of the organizational plans for Specific Learning Disabilities classes. These units are part of the regular schools and the goal is to channel pupils back into full participation in the regular classrooms as soon as possible.

In our last big rap and wrap-up session Mr. Jeptha Greer, Director of Special Education from 1963 until last year and now assistant Superintendent of Instruction Services and Supporting Programs, spoke of the need for total partnership of federal and state as well as a commitment by the Boards of Education and the Superintendent of Schools toward educating the handicapped. Mr. Turner and Mr. Greer emphasized the fact that DeKalb county has always been a power house of energy and dedication when it comes to starting pilot programs. The program for the severly disturbed was a pilot program. Dekalb county pioneered paraprofessional training, trainable retarded programs, impaired hearing, language impairment as well as programs for the abused and abandoned, but according to Mr. Greer, it took Titles I and III for ESEA to get started. He mentioned that the current bond referendum would provide one million dollars for a new proposed prevention-intervention center.

Mr. Greer then called upon Mr. Collier to say a few words about the Special Help program. The name signifies the type of service rendered. This program is a one-to-one special tutoring program. In this program the movement is "away from labeling the child" so as to avoid any psychological stigma on the part of the parent. This program's motto is as follows: "If you haven't enabled all children to have daily successes for which they have had to work, then you haven't succeeded."

Discussion followed and some pretty good debate ensued on the topic of labeling children under headings of specific handicaps. For some reason the trend of every discussion always ended on the note of the need for Quality education and the state's need for guaranteed quality funds from the federal government.

After a trip around Atlanta's equivalent to the Beltway in rush hour traffic, we arrived safe and sound at the terminal. In fact we were all safe and sound in our seats on our Delta flight when a storm blew up and we sat for an hour or so on the runway in Atlanta. Perhaps this time was a constructive time for pondering all of the highlights of our satisfying but whirlwind-like visit to DeKalb County. This time was a gift to let us recollect on a very worthwhile visit and to allow me to scribble a few more notes.

--Reported by Susan Boren
(20 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"EDUCATION IN INSTITUTIONS FOR THE RETARDED"
Report on the Washington State Field Trip
August 21-24, 1973

An Overview: The purpose of this trip was to provide people connected with Federal programs for the handicapped a direct, firsthand experience in a State which is trying to provide better alternatives for treating mentally and physically retarded persons. Officials connected with the Department of Social and Health Services provided an overview of the State's programs for handicapped citizens. Historical and geographical characteristics of the State's social services were explained.

At least one-half of the participants came from legislative and policy-level offices which assume responsibilities well beyond the social and educational problems related to the handicapped. The other participants included persons who were professionally associated with policy-making and programs directly affecting the handicapped. Aware that many in the visiting group had not the background nor exposure to this particular social problem, State officials spent some time explaining national trends in innovative programming for the handicapped. Of critical importance are the recent and pending court cases dealing with the obligations of States and local educational agencies to provide complete "educational services commensurate with abilities of all students." These court decisions have profound implications for the kinds and extent of services handicapped persons will receive in the near future.

We were told that there is a national trend toward "deinstitutionalizing" mentally and physically retarded individuals. Washington is to a large extent leading the nation in the establishment of smaller, more personal and humanizing settings. Throughout the State, persons are being moved from the State's six large institutions into small, residential and community-based homes.

Dr. Samuel Ornstein, Chief of the Office of Developmental Disabilities for the State, discussed the complexity of services and problems which must be handled in order to carry out the deinstitutionalization program. Ornstein assured the visiting participants that in the following two and a half days, they would see the "best and the worst" facilities for housing the handicapped. He indicated, further, that many of the Washington facilities like those described above. In all newer situations, there is the expectation that local communities and public and private agencies will make additional resources and support available, and that local schools and recreation departments will provide educational and play activities. For adults, work training and independent employment programs will need to be established.

Joseph Thomas, Assistant Supervisor of Community Services, told of specific problems encountered in designing group home facilities. He stated that community-based residential programs have been suggested for many years, but that many persons were afraid of this innovative approach. A number of States have attempted to develop group home programs over the years, but only very recently have policy-makers and controllers of State budgets begun to allocate substantial resources to move beyond the experimental phase. So far 26 communities in Washington have established group home programs. Another 14 group community homes are in the planning stages.

A major problem in establishing group homes is the multitude of building and fire regulations which prohibit the construction of inexpensive though suitable group homes. Existing mandatory laws appear to be one of the major obstacles for expanding the group home program. In Washington, the waiting list of persons considered eligible for "reinstitutionalization" into smaller, more personal settings, numbers in the thousands. Washington has moved quite far in expanding group homes, primarily due to the commitment of the Governor to expand group home facilities by 20% during the next fiscal year, the budget allocations from State and Federal sources, which have been used as incentives to stimulate local fund raising, and the cooperation of State officials, such as the Fire Marshall, in amending legislation and regulations, enabling newly built and reconstructed facilities to meet minimum health and safety standards.

Institutional Visits and Reactions from Participants: For most participants the experience of visiting institutions for the mentally and physically retarded was traumatic, emotional and depressing. This was true for those who have had previous exposure to similar institutions elsewhere. The hosts carried out their intention to show the visitors "the best and worst" of programs. The worst programs by far were in the very largest of institutional settings. Living conditions and programs were poor because there are too many patients and not enough skilled personnel.

Ranier School represented a model of the large institutions established during the middle part of this century. It was, from all appearances, well managed and conditions were hygienic, almost excessively so. The staff at this and other large institutions must devote almost all their time to cleaning and feeding operations. The physical strain on the staff was obvious. The inmate-staff ratio appeared to be around 50:1. The staff at these institutions is largely persons with high school, or minimal college experiences. Few among the help are trained in psychotherapy or in techniques associated with reinforcement and behavioral theory. Nevertheless, one hesitates to be critical of personnel due to the fact that despite the lack of training and supplementary services, the staff at these institutions is not lacking in morale and emotional commitment.

The group homes visited represented the "best" among those seen during the 3-day experience. The homes we visited ranged in size from 8 to 20 residents. Conditions were "homelike," and the residents demonstrated their pleasure with their new surroundings.

Two of the newer group homes were reconverted wood-framed houses which were contiguous to a University campus. These buildings house some 10-12 mentally retarded teenaged children, and the University cooperates with the staff of these group homes, although the direct and formal support is not extensive. The staff admitted that a number of major problems were unresolved and that adequate staff had not been recruited. Despite the fact that the children assumed many of the household chores, the center needed supervision on a 24 hour basis. The children were bussed each day to school and/or to places in the area, such as parks and swimming pools. Intelligent and committed staff salaries below the levels paid to regular school teachers creates, probably, the most difficult situation.

The newly constructed group homes are built like modern duplex apartments. They were generally one-level structures within or very close to residential neighborhoods. Funds for constructing these homes was often generated locally, and, without strong local leadership, these homes are very difficult to establish. While most persons applaud the notion of group homes, few appreciate a residential home for the mentally retarded next door, or down the street. The attitudinal problem is as serious as the financial problem, and it was obvious to the visitors that more research, surveys and studies need to deal with more appropriate ways of establishing group homes in neighborhood settings.

Visits to the Training Centers: The Northwest Center (educational pre-school and workshop) at the Naval Supply Center was one example of the priority the State is placing on providing the less severely retarded and handicapped with opportunities and incentives for productive work. The South King County Activity Center, Morningside Activity Center for Sheltered Employment, and the Takoma Goodwill Industries were other centers established around the Seattle area in order to employ physically handicapped and retarded individuals. Hourly and "piece-rate" wages commensurate with capabilities of individuals were allowing participants to become productive, tax-paying citizens for the first time. It was obvious to many of the visitors that many of the less-severely handicapped are capable of carrying out a large number of the routing and mundane tasks required to support large industrial operations. The Boeing Aircraft Industries contracted with many of the Seattle area work centers for handicapped workers.

These centers not only compete with regular contractors, but can realize a profit and pay wages not much below minimum wage scales.

The United Palsy Association of King County, Washington, was especially active in supporting workshop centers. The UPA maintained that it attempted "to assist each individual in the attainment of his maximum potential as a whole person in work, in personal achievement, and in personal adjustment." Indeed, the UPA had been successful in assisting in the establishment of a number of day-time workshops which carried out one or more of the following operations: machine workshop, sub-contracting with Boeing; key punch training; handwork activities, such as assembling, collating, sorting and mailing; arts and crafts and wood working. In all programs, contracts with large firms were involved. The outcomes either in the form of services or products, brought a steady source of income. The social and financial burden for caring for these retarded individuals, therefore, was very much reduced. These programs and facilities can be maintained on a permanent basis only if the necessary supportive services (social work, transportation, and food services) are available.

Summary and Analysis: Participants at the Washington State field trip generally agreed that this experience had been both educational and emotional. It was obvious that Washington was attempting to come to grips with a major social problem, which as yet remains unknown to the majority of the general population. Federal, State and local governments have not adequately assessed and responded to the need for programs needed for the handicapped and retarded. The State of Washington is, however, designing a state-wide delivery system based on individual needs and expectations, which should provide a more complete range of services for dependent persons.

reflect the ideology of those times: remove the disabled from society. A few years ago the historical concept that each state facility serve a particular type of clientele on a state-wide basis changed to that of service on a regional basis. For the most part, Ranier now serves the surrounding counties, thus allowing for a closer relationship between residents and their families and encouraging more community involvement. 1,155 mentally retarded children and adults currently reside at Ranier. A great number of these residents have multiple handicaps. Generally no one is admitted to the school with an IQ of over 70. Children are usually not admitted under 6 years of age, because many experts feel it is better for a child to remain at home as long as possible. Currently there is a waiting list of about 35. Mr. Zaff indicated that Ranier has the lowest ratio of staff working directly with the residents, about 1 - 30. In spite of the difficult working conditions, however, staff morale is very good. Ranier, like other facilities across the country, is presently attempting to change itself from a care institution into an education and treatment center for the retarded, using a developmental model as its guide for services. A basic goal of the school is the improvement of the quality of life under difficult conditions. Several weeks ago the halls where the residents live were rearranged keeping in mind such factors as age, functional level, sex, interests, etc. Mr. Zaff estimates that in another six months about 100 of the 1,155 residents would be ready to benefit from placement in a group home. After our discussion, we were taken to visit several sections of the institution, including the physical therapy unit, the cerebral palsy unit, and the unit where many of the severely retarded children reside.

Our next stop was the University of Puget Sound Group Home in Takoma, where we met with the project director, Mr. James Baker, who is also on the university faculty. Mr. Baker explained that the UPS group home education program, which began in October 1970, currently works with 17 mentally retarded and severely emotionally disturbed children who live in two group homes. The project is divided into three sections:

(1) The Living Situation. Two houses have a total of 17 children and 8 staff, divided equally. The staff in each house is sub-divided into two units of two people, preferably two married couples for each house. Each unit works three days a week. A staff meeting is held one day a week, and both couples work all that day.

(2) The School Program. The school program is now part of the Tacoma public school system and operates 5 hours a day, 5 days a week, 11 months out of the year. The staff includes two teachers, 4 aides, the director's services for two days a week, and consultants. The children are divided into two groups, based on levels of ability. It is hoped that by the end of the academic year, this program will be able to fulfill its goal of having a total curriculum worked out for each child and having each child moving through that curriculum.

(3) The Recreation Program. The recreation program, which is designed to teach recreational skills and leisure time management, provides classes for each child four times a week. Each child in the program is given swimming lessons two evenings a week and is placed in one of four groups, depending upon skill levels, for two afternoon sessions. The groups include recreational and skills activities. The program is staffed by an occupational therapist and two group leaders. The group leaders use a skill inventory for each child to help determine which skills should be taught to a particular child.

During the discussion with Mr. Baker, several issues concerning group homes emerged, the threads of which were a recurring theme throughout the three-day ESS visit:

(1) Is the program accountable? There appears to be little or no systematic procedure for evaluating group home activities or the progress of its clients. The role of the state is unclear, as are the lines of authority.

(2) Are costs for group homes reasonable? The group home rate currently paid by the state is $250 per month for an adult and $300 per month for a child. For 1974, the cost at the UCP group home, which works with more severely emotionally impaired children, will be about $550-$600 per month per child. The amount is expected to be even higher in subsequent years.

(3) Recruiting, training and especially retaining qualified personnel for the demanding task of working with the group home clients.

Following our discussion, we visited one of the houses, where the children were having lunch.

The third stop of the day was the Frances Haddon Morgan Children's Center in Bremerton, where Center Director Marvin Bruno and his staff briefed us on their activities. The Center, which was dedicated on July 10, 1972, offers a program of residential care and community services for autistic, mentally retarded children, ages 3-14. The purpose of the program is to provide the children with intensive treatment and training in order that they may develop their skills and potential and eventually live in a suitable home or community-based setting. Forty-five children currently live at the 50 bed Center. (Four of the 50 beds are reserved for emergency use, evaluations, respite care, etc.). The training and treatment staff includes houseparents, social workers, teachers, a registered nurse, LPN's a psychologist and recreation specialist. Medical services are provided through a local pediatric clinic and consulting psychiatrist. Consultant services are also offered by a physical therapist, a dentist and a dietician. Many of the children were former residents of Ranier, although the Center will admit children from anywhere in the State. This summer the Center provided an intensive education program for its residents. In September, the Bremerton school system will assume responsibility for the education of these children.

Following the meeting, our group was divided into clusters of two or three and given a tour of the facilities with time to observe the children, who are engaged in a variety of activities.

A final brief stop was the Olympic Peninsula Enterprises in Bremerton, a non-profit corporation governed by a board of directors, where we talked with Ms. Lettie Jarrett, The Rehabilitation Director. Ms. Jarrett informed us that of the 52 moderately to mildly retarded clients, ages 17-65, served by this sheltered workshop, 3 are in evaluation, 16 are involved in training and 33 are participating in extended sheltered employment. A supervisor is responsible for 8-10 clients at a time. Those activities are funded by the State Department of Vocational Rehabilitation, which certifies the shop once a year. The clients live either at home, at the Serenity Group Home, at Peninsula Lodge (an intermediate care facility), at the YMCA, or in their own apartments. The shop's primary work activity is the manufacture of survey stakes. It also manufactures pallets and is involved to some extent in packaging.

That evening a banquet for the ESS group was held at the Plaza Hotel. State Senator Booth Gardner, the Guest speaker, made a brief presentation concerning group homes. The Senator indicated that in order to get the group home concept going, the group home people had worked directly with their legislators. The results of these efforts are that there are currently group homes in 35 of the 46 legislative districts. Senator Gardner indicated that the group home effort is in serious need of additional funding, which cannot be supplied by the state alone.

--Reported by Linda Overrocker
(35 participants)

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EDUCATIONAL STAFF SEMINAR REPORT*

"HOW SHOULD WE PAY FOR OUR SCHOOLS?"

with
DRS. ROBERT D. REISCHAUER AND ROBERT W. HARTMAN
Authors, Reforming School Finance (Brookings, 1973)

June 28. 1973

Dr. Hartman discussed briefly the known facts of expenditure differences among school districts, within States and among the States which, he said, "were clearly not related to need." These disparities result from differences in local revenues raised. State and Federal Government monies have only a "mild equalizing effect" since they are too small to overcome gross disparities in the distribution of State and local funds.

Several remedies to reduce disparities were discussed:

1. Increase in State and Federal aid. (For instance, States take over education fund raising and distribution of funds among districts to provide equalization; or the Federal government provide major general aid in financing and distribution of funds "in some way.")

2. Change the system to give districts a more equal tax base.

3. Consolidate districts to provide larger, more equitable funding bases. Consolidation poses problems (e.g., Richmond and other school busing decisions--rural areas linked to rich suburbs) hence the "political impossibility" of its happening.

There's no groundswell for equalization among districts either, he said. Some degree of consolidation might be coupled with the removal of non-residential property from the local tax base. States could then reduce disparities by setting literally equal tax bases. To equalize among districts means creating a system of educational expenditures so that each behaves as if it had to read and write, but beyond that parents feel they have a right to give their children a good education, and they don't want anyone fooling with "their right to move to Scarsdale." Those favoring intervention, however, feel that everyone should start out equal and parents should not have a right to buy a level of substantial difference in education. These two beliefs, Hartman said, are in direct conflict. Before thinking about massive new programs, we ought to think about the consequences of massive intervention, Hartman said.

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*The reports of ESS activities are published for the benefit of ESS participants. These reports are for informational purposes only and do not constitute an endorsement of particular educational policies or practices.

With regard to the Federal role, Title I (ESEA) should be our principal locus of concern...because we should worry about our educational failures. The Federal government has the luxury of choosing among the priorities. In Hartman's view, Title I should be the linchpin.

Because we have decided to provide education communally, some areas may be too poor to provide literacy even if Title I were fully funded. The Federal role should then be to assist in the interstate equalization of expenditures, so that states such as Mississippi will have a Federal subsidy to level up. This might warrant a "bribe" to politicians who want to spread the money evenly and who do not wish to subsidize the poorer states; it may be necessary to fund other Federal programs along with Title I and interstate equalization.

Personally, Hartman did not believe the Federal government should get into the business of worrying about disparities among the states. "Higher priorities exist--especially funding something like Title I."

At one point Hartman seemed to be arguing for Representative Al Quie's legislation to change the ESEA Title I formula. He could support bloc grants for states with minimum criteria, so that a State may not allow any school district to fall below certain minimum requirements, coupled with a Federal incentive to pull up the bottom districts in the State. He also said that some "bribing" was necessary to encourage states to put equalization plans of their own into effect. Hartman did not endorse Quie's legislation entirely, saying that he believes that there is "nothing wrong with using the poverty count as an allocator of Title I." A cheap solution to outdated census data was a scientific sampling of poor families every two or three years.

Hartman was also not enthusiastic about testing as a basis for distributing funds. "If I thought tests were measuring something meaningful I would be interested in the result, but now I wouldn't make that claim because of the inadequacies of tests. I don't understand why we should turn to tests...we are not trying to reward the system that has failed. There should be some kind of ability testing, but the state of the testing art is not good."

The Federal government should prod the states to reform property tax assessments. There are two basic types of inequities: a) commercial property is generally over-assessed, higher than residences and b) homes of wealthier citizens are assessed lower than those of low income citizens, and thus there is little pressure to change things.

Some complain that the burden of commercial and industrial property tax is shifted to the final consumer. A growing number of economists challenge this view and argue that the effect is to reduce the rate of return on all forms of capital.

He mentioned the homestead exemption--a type of circuit breaker--which allows a tax deduction when one's property tax is large in relation to one's income. Eighteen states have such programs to make the property tax less of a burden. But, if we're worried about regressive taxes, we should look at all forms of State and local taxes, not just property taxes, he said. For instance, property taxes in the South are "unimpressive" but sales taxes are onerous.

Non-public schools, with the exception of old church-related schools (Catholic, Lutheran) are financially healthy. One cause of financial problems is declining enrollments. He attributed 45% of the decline in the last five years to financial pressures, but 55% to other factors: i.e., changes in taste toward religiously-oriented education.

Demographic factors are also involved: the fall in birth rates is showing up now in decreasing Catholic enrollments. A large percentage of the clientele live in central cities where non-public schools were accessible. With a rise in incomes, Catholics moved to the suburbs and to "better schools." With this movement to the suburbs there has been a rapid decline in non-public school enrollments.

All this implies, he said, that public policy isn't really going to do anything to change this decline: The decline in the overall number of children, movement to the suburbs, changing tastes toward religious education, and the Supreme Court's death blow to the tax credit idea are the real factors in the decline. Some form of voucher system could, perhaps, be worked out which could possibly be constitutional.

--Reported by Yvonne Franklin
(48 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"SOME ALTERNATIVE ROLES FOR THE FEDERAL GOVERNMENT IN SCHOOL FINANCE REFORM"

Dr. H. REED SAUNDERS
January 22, 1973

As part of ESS' continuing series on school finance issues, Dr. Reed Saunders, Director of HEW's Task Force on School Finance, was invited to describe the analytic process engaged in by the Task Force in examining the school finance question:

The Task Force began by assuming that any school finance proposal would have to meet four objectives set forth by President Nixon at various times during the past four years:

--To relieve the property tax burden.
--To provide a fair and adequate financing system.
--To provide for local school board control.
--To preserve non-public education.

Within the confines of these objectives the Task Force identified a number of possible Federal roles which either support, or at least are not inconsistent with, the President's objectives.

In the school expenditures realm, possible Federal roles identified by the Task Force include:

1. Instrastate equalization of expenditures--the basis of the Serrano and Rodriquez decisions.
2. Interstate equalization of expenditures--a goal which could only be achieved by Federal action.
3. Adjustment of distribution of funds to reflect educational need differences among districts.
4. Adjustment of distribution of funds to reflect educational cost differentials among districts.
5. Establishment of a nation-wide minimum educational expenditure level.
6. Participation by non-public education in public education expenditures.
7. Assistance to urban education.

In the revenue area, possible Federal roles might include:

1. Property tax relief or reform.
2. Development of new revenue sources for education.
3. Equalization of taxing power of school districts.
4. Assumption by States of a greater share of education funding.

Finally, four other possible roles were identified:

1. Promotion and protection of civil rights.
2. Increasing State control.
3. Increasing local control.
4. Increasing parental influence.

Dr. Saunders cautioned that the list is not meant to be exhaustive, but merely indicative of the complexity and, in some cases, the inherent conflict among possible Federal roles.

After setting forth these possible Federal roles, Dr. Saunders proceeded to describe four Federal financing models and to compare them to these roles.

Interstate Equalization Model. Under this model, Federal grants would be used to match State revenues. The matching ratio would vary according to (1) State wealth, (2) State effort, and (3) State costs of education. For example, States could be required to raise education revenues equal to X% of the personal income of the residents of the State in return for Federal grants sufficient to assure a minimum per pupil expenditure. States failing to raise X% would not be eligible for the additional Federal grant. States in which X% resulted in more than the minimum per pupil expenditure would not get additional Federal money. There are many possible variations on this example.

This model would also impose certain other eligibility conditions: States would have to provide for intrastate equalization, for special educational needs, for non-public participation in the distribution of State education funds or services, and for the protection of civil rights.

The Interstate Equalization Model would permit the Federal Government to fulfill the roles of interstate equalization, intrastate equalization, educational needs and costs considerations, and non-public participation. It would provide an incentive for increasing minimum education expenditures. But it would meet the needs of urban districts only indirectly through the needs and costs adjustments required as a condition of eligibility.

The roles set forth on the revenue side would be met only at the State's discretion, since the manner in which school revenues are raised remain a State function without Federal incentives for reform. The other roles described would also be a question for State decision, except for civil rights considerations, which are a condition of eligibility.

Multistage Model. Under this model incentive grants would be provided on the basis of wealth (inverse relationship), degree of equalization achieved, and the degree of property tax relief or reform provided. Eligibility conditions would include minimum property tax relief requirements, minimum degree of equalization, non-public participation provisions, and civil rights.

It would provide less incentive for interstate and intrastate equalization, and would not provide for educational needs or costs adjustments. There is also no incentive for increasing the minimum level of educational expenditures. Non-public participation is required, but urban school problems are not mitigated.

This model does contemplate property tax reform and possibly development of new resources, since property tax relief is required. It does not provide incentives for power equalization or greater state assumption of education financing.

Civil rights would be a condition of eligibility. The model is essentially neutral on the issue of enhanced State control, local control, or parental influence.

Property Tax Relief Model. This model provides for Federal grants to match State revenues raised by means other than the residential property tax, thus providing the strongest incentive for property tax relief of the four models being discussed. The incentive could be even further strengthened by requiring, as conditions for eligibility, that a State have no State property tax or even repeal local property taxes. In addition, participation by non-public education and civil rights protections would be added as eligibility conditions.

Since this model provides a strong incentive for increased State assumption of school financing, it would encourage intrastate equalization but would likely worsen interstate equalization. There is no provision for accommodating special educational costs or needs, but such provisions could be added. Because of the incentive toward intrastate equalization and the political tendency to "level up" low expenditure districts which accompanies it, the model would at least indirectly encourage higher minimum per pupil expenditures. Non-public participation is required as a condition of eligibility, but urban education problems are not considered by the model.

As indicated earlier, property tax relief is the principal Federal role employed by the model, and greater State assumption of school financing is likely. New revenue sources are created not only by the new Federal money, but also by the State substitutes for property tax revenues. The need for power equalization is obviated by the lessened emphasis on property tax.

Civil rights protections are again a condition of eligibility. The model is also likely to assume greater financing responsibility.

State Piggyback on Federal Income Tax. This model would permit States to place a surcharge on all Federal income taxes collected from sources within the State. The surcharge would then be matched by Federal grants. The revenues realized could be used solely for public education, but tax credits for non-public school tuition would be permitted.

Because this model provides strong incentives for financing education via the income tax, it will encourage greater State assumption of financing and thus encourage intrastate equalization of expenditures. It does not provide for interstate equalization. Again, educational costs and needs are not taken into consideration, and only incentives are provided to raise minimum expenditures. The tax credit feature provides the strongest assurance of non-public education participation in the financing scheme of any of the plans. This model also does not provide for urban education problems.

The model provides strong incentives to property tax relief and the generation of new revenue sources. Greater State assumption is likely, but insofar as the property tax continues to be used, power equalization is not contemplated.

Civil rights would again be a condition of the Federal grant and increased State control of education is encouraged.

Many variations of these models are possible depending on the Federal roles to be served. Dr. Saunders did not indicate which of these models was recommended to the Secretary by the Task Force.

QUESTIONS AND ANSWERS

Q. At what cost levels can these plans be employed?

A. Basically, they can be used at any cost levels, but effectiveness is somewhat dependent on the level selected. For example, if under the Interstate Equalization Model the level for eligibility is set at 3.2% of personal income (equal to the lowest level of taxation employed by any State), it would take some $7.5 billion in Federal funds to achieve an $800 per student expenditure level and $15 billion to achieve a $900 per student level. If, on the other extreme, the level were set at 5% (relatively high), it would cost only $2 billion to achieve the $800 level. However, so few States would benefit under the latter scheme that it might be politically impossible to have it adopted.

Q. Should the Federal role concentrate primarily on the expenditure side or the revenue side of the reform question?

A. Dr. Saunders had no strong feeling on this question. Some members of the Task Force were primarily interested in finding a tax base for education that would expand faster than the property tax base. Others were motivated primarily by the Serrano and Rodriquez equality considerations.

Q. Is it appropriate for the Federal Government to dictate property tax policy to the States?

A. The Task Force made no judgment on this issue, since the President's objectives involved encouraging property tax relief.

Q. Should the Federal Government employ general revenues to "bail out" States with inadequate tax structures?

A. All States except Vermont (and Hawaii, which already has full State funding) are studying the question of school finance and the inadequacies of State tax structures. Some 3/4 of the States have school financing suits pending. Change is thus likely with or without Federal intervention.

Q. With no money in the till, is the Federal role more likely to be one of advice and technical assistance?

A. The task Force was not working under a zero funding assumption.

Q. How do these schemes deal with municipal overburden?

A. Insofar as the models allow discretion on the part of States to determine the funds distribution pattern, they provide States with the opportunity to deal with this problem.

Q. Do the plans described really promote property tax reform or just greater State assumption of school financing?

A. All the schemes promote property tax relief by encouraging the use of alternative taxes. This does not assure that reform will occur since States may make unwise choices in selecting these alternatives. It is not likely that the distribution of funds could be discriminatory in view of the popularity of the Serrano and Rodriquez reasoning, but increases in flat rate income taxes or sales taxes are distinct possibilities.

Q. How do the plans deal with special educational needs?

A. For the most part, they do not, but continued Federal categorical aid could be added on top of basic financing plan to meet these needs.

Q. Which is more important: interstate or intrastate equalization?

A. Dr. Saunders expressed a personal opinion that both are about equal. Interstate inequalities are only about half as great as intrastate inequalities, but the pressure on States through Serrano and Rodriquez type decisions will bring about some intrastate equalization without Federal intervention. On the other hand, only Federal action can achieve any degree of interstate equalization.

Q. How do these proposals mesh with the President's Commission on School Finance?

A. The President's Commission did not deal with many of the President's objectives. It did recommend intrastate equalization with a 10% permissable variation among districts.

Q. How much real benefit will equalization accomplish?

A. Increased spending alone will not solve educational problems. In the initial years, higher salaries for present teachers in low salary areas are the likely result. But as turnover takes its toll, the higher salaries will attract better qualified replacements.

--Reported by Rod Rickett
(59 Participants)

EDUCATIONAL STAFF SEMINAR REPORT

"FEDERAL CATEGORICAL PROGRAMS: LITTLE, MEDIUM, OR BIG?"

Wilbur J. Cohen
Dean, School of Education, The University of Michigan, Ann Arbor

March 22, 1973

After serving as Assistant Secretary for Legislation and Under Secretary of the Department of Health, Education, and Welfare and in various posts in its predecessor agencies, dating back to 1935, Wilbur J. Cohen was appointed Secretary in 1968. Currently, he is Dean of the School of Education, University of Michigan, Ann Arbor.

Drawing upon the political insights provided by his rich years of experience both in Washington and in Michigan, Dean Cohen discussed his views with regard to Federal categorical aid. Although his remarks were addressed primarily to the categories in educational revenue sharing, Dean Cohen ranged widely over the health and welfare areas and provided many examples and analogies from these fields.

The determination of categories of aid and their size, scope and composition is not unique to education. It is just as complex a problem in health and welfare. Since 1949, for example, there have been a variety of efforts to consolidate the welfare categories, but Congress has rejected most of the proposals. In "HR-1", however, Congress did permit consolidation of the Aged, Blind and Disabled into a single category, but rejected inclusion of the category Aid to Families with Dependent Children -- (AFDC). The reasons were practical ones based upon Congressional perception of social values. Thus, AFDC recipients were viewed as able-bodied adults who should not be allowed to avoid working, who should receive only a minimum level of benefits and who should be kept as an identifiable and controllable category. The Aged, Blind and Disabled, however, were viewed as unable to work but requiring care and assistance and entitled to more adequate benefits. In other words, this was a category to which nobody could object.

It was also noted that Nelson Rockefeller, when Under Secretary of HEW in the Eisenhower Administration, proposed to consolidate the health categories but met Congressional rejection. Not until the Sixties did the Partnership for Health come into being. Hence, the movement for consolidation is not new, but has a long history. Dean Cohen suggested that he could support the ultimate consolidation--one welfare category and one health category to meet the need for aid, but obviously Congress sees the issue differently. The problem of categories is not an abstract concept and does not relate to political theory, but is dependent upon the particular characteristics of the categorical programs and the political climate at the time of the proposal.

By tradition, current practice, and organization, educational activities fall into three obvious categories; 1) pre-school, 2) elementary and secondary, 3) higher education (post-secondary). There are other ways to group educational activities, but in so doing we must consider the different Federal, State and local roles in education. For practical reasons these must be current roles, not future or anticipated roles. For example, an education category could focus on key social problems (e.g. the disadvantaged) and how to use Federal dollars effectively for this purpose. Dean Cohen could also conceive of a rationale that would consolidate Title I and Vocational Education categories.

In establishing categories, there are a number of practical factors to consider. These include:

1) Scope - the wider you make the program categories or the greater the consolidation, the more divisiveness you build in. You cannot set up one program at the expense of another--you must maintain a feeling of equal importance.

2) Consolidation is easier to accomplish at the Federal level than at State or local levels. It is psychologically more acceptable and less parochial at the national level. Maintenance of program categories may still exist at State and local levels irrespective of Federal policy.

3) Accountability is difficult to maintain under large consolidations due to loss of program identity. Congress must be able to obtain information on program effectiveness so that it can change scope or emphasis if it desires. Evaluation is not going to be performed any better at the State level by broadening categories. National decisions on priorities require much more than compiling 50 State-level lists of priorities. Hence, we need to have evaluations directed at the sub-categories within the larger categories.

4) The belief that there is more and better information at the State level than at the Federal level is false. Further, even if the States have good program information, they are not likely to make it widely available. States tend to guard information closely and disseminate less information than the Federal Government.

5) Public acceptance and understanding is very important to consolidation efforts. Categories need to have a specific and personal appeal. General categories such as health and education are too broad and general, but categories such as "cancer" and "vocational education" have more specific appeal and are easier to understand and sell to the Congress and general public.

6) The treatment of minority groups by State and local governments is an important factor. The narrower the program, the less discrimination is likely to occur. The wider the category, the greater the difficulty in protecting minority interests and avoiding discrimination. For example, in Michigan, rural legislators discriminate against Detroit which has a large Black population. They tend to avoid State level action and shove problems back on the city. Safeguards are necessary to prevent such situations.

7) Educational inequalities among States stems from inequalities in handling of property taxes. Thus, exempting the aged from property taxes is an important step in overcoming resistence to "millage" increases. The aged tend to have fixed incomes and resent paying for education since their children are out of school.

Dean Cohen offered some suggestions to help overcome the impasse between Congress and the Administration:

1) Increase Congressional knowledge and capability to understand programs and impact by:

   a) Increasing Congressional committee staffs

   b) Increasing research capability of staffs

2) Provide greater resources in Congress as a whole to collect and analyze data--not just specifics for a particular bill, but for large social problems. Congress needs much greater

capability to collect and utilize data. They must be able to anticipate data needs several years in advance--collecting data in response to a crisis is not responsive or effective.

3) Increase the role of the GAO to collect data, analyze problems and provide technical assistance. For example, under General Revenue Sharing there is a deficiency of information on its impact on taxes, etc. GAO could step into this breach. In general, it was noted that the problem of collection and analysis of data is serious at all government levels and that we need a greater diffusion of responsibility for this activity at all levels.

Dean Cohen concluded by saying that he was not opposed to broadening categories per se, but there is a need to consider the objectives of the consolidation, the objectives of each of the components, the current status of the programs, and the kind of public acceptance likely. Efficiency in organizing the categories is not a sufficient condition. There must be proper consideration of all the other factors mentioned. Saving paper work through consolidation is a weak argument. He did note that if you have a specific objective such as a preschool program, then you need a category called "preschool". Otherwise it will get lost within a larger category.

The following points were brought out in the question and answer period:

Q. It is possible to develop an index to measure State effort when it comes to various types of incentive grants?

A. Yes, one index might be tax rate as a percentage of State per capita income.

Q. How do you answer the Presidential charge that many social programs do not work and therefore they should be eliminated?

A. Modernize and improve program--do not summarily reject it and throw it out.

Q. If you accept education as a vehicle to reduce poverty and it does not seem to be effective, what alternative would you propose?

A. The Federal role in education is much broader than the elimination of poverty. However, the funding for education should be increased to help in the attack on poverty.

Q. If the Federal share in education is increased to 35 percent then the Federal government could become the controlling partner. With the usual uncertainty in appropriations, this would cause chaos at the local school level. Please comment.

A. We could eliminate the uncertainty by setting up a trust-fund type of mechanism with automatic funding as a percentage of GNP, or we could set up 2-year appropriations or automatic one year renewals. However, such a partnership would require major readjustments in Federal, State and local roles although the States, not the Federal government, would have the controlling role. The Federal government would provide 35 percent, the States 55 percent and the locals 10 percent.

Q. What do you think about the effectiveness of Federal expenditures for education?

A. Funds spent on education are not very effective, like the funds spent on automobiles (autos still create death, injury, property damage), but you can't get rid of education. Educational attainment is not a good way to measure effectiveness per se. About 30 percent of GNP growth in the last ten years has been attributed in one way or another to education, but economic growth may not be a valid criterion for many people now-a-days. Even reading may not be a good measure of educational achievement and values since it does not correlate with creativity or motivation. Thus, continuing to spend money on education is largely a matter of faith and subjective values.

Q. Aren't categories necessary to carry out the intent of Congress to meet certain aims?

A. You do need specific categories or very little will get done very promptly, effectively or with public support and understanding.

--Reported by Bert Mogin
(38 Participants)

vocational research and development. Ottina clarified that the only portion proposed to be consolidated was the State portion; the Commissioner's share would be requested under other discretionary authority.

Carlucci was asked from where does the promised $500 million come. He clarified that the figure was a 1974 supplemental for advance funding for 1975, given an acceptable, signed bill. He added that the money was an add-on to the President's 1974 budget, and approximately the same total as the House-passed bill for 1974.

Carlucci was asked the evidence behind the assumption that decentralization would allow State and local educational agencies to do a better job. Carlucci countered that HEW doesn't do a good job of program management now. If synergy is to be attained, education programs must be administered in coordination with other programs. The Regional Councils, monitored by OMB, provide this system.

Carlucci was asked if Federal programs were not originally enacted because States and localities failed to meet special needs. He felt that States and localities, if expected by their public to be responsible, would respond to the challenge.

Carlucci was asked if the Administration had taken a position on testing as a basis for title I funding. He felt that, while they favored allowing States to utilize an option to go to testing, research needed to be done in the area before HEW could endorse a switch.

Carlucci was asked about the Federal role in civil rights enforcement. He felt this was clearly a Federal responsibility.

Carlucci was asked the status of the Allied Services Act. He said it would be forthcoming shortly, stressing the need for comprehensive human resources planning.

Carlucci was asked why he was confident States and localities could meet needs in existing categories while still maintaining that civil rights and compensatory education remain Federal priority programs. He felt no one was sure all needs could be met, that some audit and monitoring functions must be maintained. He cited a recent migrant conference and that group's confusion among agencies as a need for a single State or local responsibility. Several members of the group felt that migrants, more than most groups, need Federal protection.

Carlucci was asked the incentives at the local level to provide comprehensive services. He felt improved linkages would bring additional resources to bear than would be possible under narrow categorical programs. Federal intervention in an area because of local unresponsiveness leads to a self-fulfilling prophecy.

EDUCATIONAL STAFF SEMINAR REPORT

"THE NEW FEDERALISM: DECENTRALIZATION, FEDERAL-STATE RELATIONS, AND THE FEDERAL ROLE"

The Honorable Frank C. Carlucci
Under Secretary
Department of Health, Education, and Welfare

September 24, 1973

Carlucci stated that the goal of the New Federalism is to determine the appropriate roles of Federal, State, and local governments in education, as well as in other areas of concern to HEW. He started from two premises: (1) there should be a limited Federal role in education, since it is primarily a State and local function; and (2) a good education goes far beyond what is learned in the classroom.

Carlucci saw several major Federal responsibilities: (1) research, development, and experimentation; (2) evaluation; (3) areas of national needs, especially the elimination of discrimination; (4) implementation of national priorities, such as equal access to quality education or compensatory education. Although he acknowledged the existence of special needs, such as environmental or drug abuse education, he felt categorical legislation impedes flexibility at the local level.

Carlucci felt tactics concerning the Better Schools Act were not good, as budget and program problems were sprung on Congress and education groups all at once. He said that now HEW seeks agreement on three major issues - interstate equity in title I, concentration of those funds on the neediest, and program consolidation.

Carlucci felt that education cannot be dealt with in isolation, as family income, nutrition, health, etc. are factors in whether a child is able to learn. He felt the only direction is to build in appropriate program linkages.

Carlucci said decentralized policy will not be disparate, since it will be made in Washington. It will not add a layer of bureaucracy or interpose a Regional Director between regional education personnel and the Commissioner.

Carlucci was disturbed that reports say HEW's position is not credible. He urged that the Department be given a chance to implement its proposals.

Carlucci was asked about the advisability of decentralizing

Carlucci was asked if most local responsiveness was not the result of Federal prodding through categorical aid. He was unwilling to credit such programs with success. Ottina felt three areas should be clarified: (1) consolidation is merely the grouping of existing formula grant programs; (2) decentralization is merely the same decisions being made in different locations; and (3) it is in the area of services integration that the more difficult decisions must be faced.

Carlucci was asked if public service employment were not the answer to Jencks and Coleman. He felt the answer was cash. If the problem is individual dignity, the SSI program has been effective.

Carlucci was asked his feelings about a Department of Education. He opposed it as a fragmenting of power and reduction of accountability to the President. He did not feel the budget consideration would be affected either.

Carlucci was asked about the increasing authority of Schedule C Regional Directors, including the possibilities of favoritism of States within a region and to make States and local authorities dependent. He said only Regional Directors are Schedule C; Regional Commissioners are civil servants and maintain communication with the Commissioner. Regional Directors are representatives on Regional Councils and serve primarily a coordinative role. Regional Directors report directly to Carlucci; Regional Commissioners report directly to Ottina. Teams will be sent to regional offices to evaluate their performance. If Congress or State and local officials want to have policy input, that is made to Headquarters.

Carlucci was asked if Regional Directors have sign-off. He said that, in education, they do not. Ottina clarified that they are given opportunity to comment. He said TRIO programs and some parts of Emergency School Aid are signed off on by the Regional Commissioner.

Carlucci was asked why Regional Directors should comment if their roles are purely advisory. He felt the Regional Director would have a broader knowledge of what was happening in other areas, so that program coordination could take place.

Carlucci was asked the future role of HEW in manpower, since manpower revenue sharing centralizes authority in the Labor Department. He disagreed, stressing that the proposal centralizes authority in mayors and governors. He felt HEW will have a role in manpower policy, since he ~~has~~ assigned a coordinative role to an office within the Office of the Secretary.

Carlucci was asked for an example of a successful block grant program somewhere in the government. He was unable to find an example he felt had been a success.

--Reported by Jean S. Frohlicher
(52 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"Discretionary Funds: Can They Really Foster Innovation"

Dr. Jerome T. Murphy

October 3, 1973

Dr. Murphy, in a backdrop to his discussion of the conclusions he had reached about the use of ESEA Title V funds, "Strengthening State Departments of Education" in particular and discretionary federal funds in general, cited three major reasons for the initiation of his study. First, he had encountered a general lack of information about the results of the original ESEA legislation in achieving the goals which were espoused by a number of educators, most particularly Francis Keppel, former U.S. Commissioner of Education. Although Campbell had conducted an extensive study of the impact of Title V on State education agencies in 1967, Murphy hoped to extend his study beyond the documentation of staff and budget increases and accompanying changes to look at the contribution of Title V to innovation in state departments of education. Secondly, Murphy found a paucity of information on how public agencies behave, particularly when given discretion over the expenditure of Federal funds. He, therefore, chose a case study approach to evaluating Title V's impact and examined the state education agencies of nine states. And, thirdly, his study also resulted from questions raised in the late Sixties about bureaucratic accountability as well as inflexibility in the administration of categorical funds. He found a tendency to blame the ineffectiveness of programs on the red tape associated with categorical funding and a concomitant belief that programs would be more effective if states were provided with general rather than categorical aid.

Murphy then discussed the two questions which were basic to his study. First, he examined whether or not unrestricted aid promotes comprehensive planning and, secondly, what impact such aid has on recipient bureaucracies. ESEA Title V was chosen as the vehicle for examining the effect of unrestricted aid since it is one of the few federally funded titles in which recipients are given general discretion over the use of funds. A case study approach was utilized to examine the organizational behavior of nine recipients of Title V funds--the state education agencies in New York, Texas, South Carolina, Kentucky, Kansas, Massachusetts, Maryland, Colorado, and Tennessee. Particular attention was given to the way in which three of these states--Massachusetts, New York, and South Carolina--utilized their Title V funds.

Murphy summarized his basic findings by pointing out, first, that because the basic natures of the state education agencies differed, the impact of Title V varied from state to state. Generally, however, he found in Massachusetts and New York that Title V funds were used 1) to support preexisting priorities; 2) that projects initially funded with Title V received continued

The causes of the lack of success of noncategorical funds in achieving desired ends will continue as long as bureaucratic organizations are regarded as rational and flexible entities and are treated accordingly. He found this belief in the rationality of organizations to extend beyond Washington into many of the SEA planning departments. Instead of enunciating a master plan of goals to be accomplished, Murphy argues that planners should focus their attention on a limited number of specific problems and set politically realistic objectives for resolving these problems. Foremost in their determination of the means of achieving these objectives, planners should be aware of organizational behavior and act to manipulate it toward achieving their desired ends. For example, instead of acting as if competing internal factions do not exist, Murphy urged that planners actively use these factions.

At a time when many argue that Federal funds should be provided to states and local governments in an unrestricted fashion, Murphy concludes that general aid may not be used in an innovative fashion by recipients and may foster instead the growth of narrowly-focused competing constituencies. Despite the flexibility to be found in funding sources with the adoption of revenue-sharing and general aid measure as vehicles for providing federal aid to states and local governmental units, Murphy expressed skepticism that there would be the necessary flexibility on the part of recipients to bring about hoped for locally initiated programs and changes to meet the needs of local citizens.

Commentary

In responding to Dr. Murphy's presentation, both commentators lauded Murphy's work as an important contribution to the continuing evaluation of delivery systems for providing federal aid to education. Charles Saunders, Deputy Commissioner for External Relations in the U.S. Office of Education, pointed to two weaknesses in the study. First, neither Murphy or his study acknowledged the importance of the role of SEAs in educational governance. Because of their pivotal position, they must be strengthened at every juncture, according to Mr. Saunders. He cited grants consolidation as one means of strengthening SEAs even further, arguing that the proliferation of categorical programs during recent years has resulted in disparate programs with little comprehensive planning.

Second, Saunders argued that revenue sharing should not be equated with Title V. Unlike Title V, revenue sharing should not be considered free money but rather as funds which should be targeted on priority needs. According to Mr. Saunders, decision-making regarding the expenditure of revenue sharing funds for education will be a result -- unlike Title V-- of broad public participation.

Dr. Harry Phillips, the former director of the Division of State Agency Coordination for USOE and now director of a special governance study for the Maryland State Department of Education, cited the historical role of SEAs as important in precluding the changes for which many had hoped. Traditionally, SEAs have not been regarded as change agents but as regulatory and statistical gathering bodies according to Dr. Phillips. In addition, most

EDUCATIONAL STAFF SEMINAR REPORT

"STATE LEGISLATURES: ARE THEY CAPABLE OF GOVERNING?"

Alan Rosenthal
Professor of Political Science, Rutgers University
Director, Center for State Legislative Research and Service,
Eagleton Institute of Politics

March 15, 1973

Dr. Rosenthal discussed the growth and change that characterizes state legislatures over the past decade. He also noted a general increased fascination with the role of state rather than local or federal governments.

Rosenthal characterized the last decade of state legislative growth as a period of institution building. Ten years ago, most state legislatures were in an extremely weak financial situation which was directly reflected in the quality of legislators and staff, as well as in the amount of time actually spent legislating. Perhaps the greatest impetus for change, greater than legislative reform, was the Supreme Court's "One Man, One Vote" decision which changed the nature of legislation and increased the capacity of the legislature to deal effectively with matters before it. In addition to a better caliber of legislators, there was a dramatic increase in staffing. The decade has witnessed an increase in legislators' salaries, thereby not only attracting more qualified individuals, but also retaining them longer. The resulting continuity within the legislatures themselves has greatly enhanced their abilities to carry out and improve the legislature's role. The attractiveness of legislative office is equally enhanced by the very real opportunity for a young individual to actually have an impact on the legislative process. The state hierarchy, unlike the federal, is still very much open to the freshman legislator.

Rosenthal noted the increasing amount of time legislatures are spending in session. The state legislator is no longer a part-time politician in many states. Legislatures generally remain in session for a sustained period, three to four days a week, for up to eight months a year. Most legislatures have maintained a more flexible schedule than the U.S. Congress, with adequate time for leisure and reflection. Rosenthal highly recommended such a system for the Congress.

There has also been increasing rationalization of procedure at the state legislative level. The number of standing committees has been reduced and their quality improved. The organization of interim committees is taking better shape and periods between sessions are becoming more productive. The role of the legislature is being maintained during these periods and legislator involvement as a full-time role is being increased.

Changes in staffing patterns have been dramatic in the last decade. There is a growing tendency toward independent hiring by committees. Even the practice of hiring separate majority and minority committee staffs is becoming evident in some state legislatures.

However, the importance of this increased capacity for competent leadership in state legislatures is, by itself, of little importance. The important question is: What difference is this increased capacity making? In which direction are state legislatures moving?

Rosenthal believes that the greatest by-product of these changes has been the legislatures' redefinition of its role as a governing body. Previously, state legislatures had been simply "bill factories." The recent changes have led to an increased awareness of the greater responsibilities of the legislator. This growth in awareness is further stimulated by the federal revenue sharing programs. State legislatures must be held accountable for the evaluation and review of their own programs. They are now defining an oversight role for themselves. Though they have recognized the necessity of such a role, they have yet to develop effective techniques to assess even the program evaluations they may mandate.

Rosenthal offered the state legislative role in education as an example. There has been an increased demand for state education decisions, especially in light of the Nixon administration's policy of leaving greater discretionary power over federal funds in the hands of state and local officials. In the past, legislatures have generally accepted a rather dominant role in the field of higher education. However, they have felt little responsibility for elementary and secondary education. Rosenthal foresees the legislatures playing a greater role in the elimination or expansion and evaluation of elementary and secondary programs.

In response to audience questions, Rosenthal discussed the effects of the recent modifications of the Supreme Court's "One Man, One Vote" decision. Rosenthal reiterated that the impact of reapportionment had already been felt by the legislatures and that the resulting positive changes would remain.

Concerning the availability of information on state legislative proceedings, Rosenthal admitted that very few states have set procedures for reporting committee hearings, bills, testimonies, or floor debates; the state legislature is not the paper mill that the U.S. Congress has become. Any interested individual can be well informed on his legislature's activities if he is willing to make the effort to inquire or to attend hearings. Rosenthal emphasized that the intent behind this lack of reporting procedures is not secrecy but is based on cost considerations. Rosenthal stated that if the general public was really interested in its state issues, they should look to the mass media to provide better coverage of legislative actions.

The role of state legislative oversight was discussed by Rosenthal and members of the audience. Comparisons were drawn between the recent growth in Congress' oversight role and the state's responsibility. Rosenthal pointed out that the states, as yet, have not developed the capabilities to assess effectively the evaluations they are beginning to mandate. He also contended that Congressional oversight has actually had very little constructive impact on federal programs He intimated that it was rather an impotent exercise in review that was seldom translated into constructive changes in operating programs.

Rosenthal discussed the probable effects of programs similar to Education Revenue Sharing on state legislatures. In light of a legislature's very nature, Rosenthal suspected that primary responsibilities for such programs as Education Revenue Sharing would fall in the hands of the governor or the chief state school officer.

--Reported by Deborah Ryan
(31 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"GARY, INDIANA--BLACK POLITICAL POWER; WHITE GOVERNMENTS"

April 24, 1973

Speakers:

Jesse Bell--Rockefeller Foundation, former Comptroller of Gary, Indiana
George Crile--Freelance Writer; former reporter for the Gary Post-Tribune
Jim Gibson--Potomac Institute

This meeting was to inform a small group which planned to visit Gary for three days of the complex problems facing cities like Gary. It was noted at the outset that Gary has been the subject of intense interest by federal officials and urban specialists ever since it became the first major city in the nation to elect a black mayor. The city and its services (such as health, education, police and fire) suffer in part from a divided political structure. Gary has also experienced the "normal" urban financial crisis. Gary has attempted to solve its problems with many new and innovative solutions. The meeting presented three men with a broad understanding of the problems of governments in a middle-sized city. All of them were personally involved in some of the specific problems facing Gary. The first speaker, Mr. Jesse Bell, the former Comptroller, felt that the Administration of Mayor Richard Hatcher provided a unique opportunity for people to gain experience that they could not have gained otherwise. As an example of this, he noted that he, himself, was a former gym teacher. As further examples, the Chief of Police, a black, was formerly a lower ranking patrolman, and Mayor Hatcher's Administrative Assistant was formerly a housewife. Bell explained that the situation in the City Hall was in shambles when the Hatcher Administration took over. The outgoing Administration had evidently done everything it could to create inconvenience and confusion prior to Hatcher's taking over the reins of the city government. For instance, Bell noted that when the Hatcher Administration took over they found that many municipal records had been destroyed, and that motors of municipal vehicles had been deliberately frozen.

The new Hatcher Administration had difficulty from the beginning in trying to deal with the form of the government it inherited. Bell explained that it consisted of approximately thirty different departments, the heads of which reported directly to the mayor. To streamline this, Hatcher instituted a cabinet form of government which worked out so well that this form was subsequently adopted by the State Legislature as a model for other municipalities.

To illustrate the kind of hostility they encountered, Bell described their difficulty in appointing a black police chief. Previously there had never been a black police officer with a rank higher than that of sergeant. Bell stated that he originally felt the first appointee should be white--only because there simply were no blacks on the force with adequate administrative training and experience. They did, however, decide to appoint the present Chief of Police to the post of Assistant Police Chief. To accomplish this, the Hatcher Administration was forced to fight a court suit aimed at preventing his appointment. However, while the suit was pending, the white Police Chief left office and the present black chief succeeded him.

After pointing out the difficulties and the hostilities which the Hatcher Administration encountered immediately after taking over the municipal government, Bell reflected upon Hatcher's performance. He pointed out that Hatcher, as a nation's first black Mayor of a large city, actually had two roles to fulfill: 1) administering the City of Gary, a job which he sought, and 2) fulfilling his obligations as a national personality, a responsibility which was thrust upon him. Bell remarked that as a result of this second responsibility, Hatcher is not personally satisfied with the amount of time he has been able to devote to administering his own city.

In closing, Bell reflected upon the great emotional feelings which had accompanied the beginning of the Hatcher Administration and mentioned specifically three of the exciting, highly capable personalities in the Hatcher Administration--Dr. McAndrew, the Superintendent of Schools, Ms. Betty Malenko, the City Clerk, and the Municipal Judge Frank Work.

George Crile, the former GARY POST-TRIBUNE Reporter, began by mentioning one of the qualities of the Administration which preceded Hatcher--efficiency--but he noted rather quickly that unfortunately the things they were efficient in had little to do with the public interest, and that the former mayor and prosecuting attorney had both been sent off to prison. He mentioned further that the I.R.S. is presently considering legal action against many others.

Crile described the physical attributes of Gary, noting that while it was on the southern shore of Lake Michigan, U.S. Steel blocked off the city from the lake. He also provided some historical background on Gary, and noted that before 1906 Gary did not exist. It was created in 1906 as a model company town, and its economy has been dominated ever since by U.S. Steel. With a population of approximately 175,000, as many as 32,000 of Gary's residents were employed by the steel mills. Now, Crile estimated that about 24,000 now work in the mills. According to Crile, the city is absentee-owned; there is in effect no upper-middle-class, in fact not even a middle-class.

With this background in mind, Crile emphasized that until 1967 Gary was a closed "company town," dominated economically and politically by U.S. Steel--a town in which people knew, "you don't fight city hall." Then a "revolutionary black majority" elected a young black mayor who began to tackle some of the overriding issues facing Gary. Two of the most pressing issues were housing and pollution. Crile pointed out that according to Ralph Nader, U.S. Steel had already dumped one ton of solid pollutant on the city for every man woman and child there. He noted further that U.S. Steel had never been required to obtain building permits; that ever since the ordinance had been passed in the '30's, U.S. Steel had been exempt. He also noted that although U.S. Steel had made over one billion dollars in investments for improvements, its assessment had increased only $35,000.

As examples of the corruption and lack of concern for the public interest which existed up until the time Hatcher took office, Crile noted that there had never been any competitive bidding, and as result there were sewers that ran uphill, pumping stations without sewers, etc. Finally, he noted that when Hatcher arrived at his new office he found it locked.

When Hatcher took office he received assistance from all over the country, including help from foundations, college professors, and the Federal government. Hatcher brought with him to the government a battery of new, competent people who instituted a competitive bidding system, and directed the building department to begin inspecting buildings. The city at this time received billions of dollars in Federal funds.

Crile said that in spite of his earlier feeling of optimism he was now disappointed in the Hatcher Administration. He said that now he thinks the city has found that in spite of the energy and competence of the people in the Hatcher Administration, Gary has found itself overwhelmed by its problems: the lack of a sufficient tax base, Hatcher's lack of direct control over the police, and the City's poor relationship with the State Government. In addition, its problems have been compounded by the significant cut in Federal funds.

His question: "What do you do when a competent and well-meaning government, addressing itself to legitimate problems, arrives at a situation in which it learns that the City's problems are overwhelming? As an example, Crile noted the mayor still had not effectively taken over control of the City government and that during the last election, the city dump increased its burning in a way which increased the amount of smoke pollution in surrounding neighborhoods in an effort to embarrass the Mayor.

The third speaker was James O. Gibson, Executive Associate of the Potomac Institute, who served as a key advisor to Mayor Hatcher in developing Gary's proposals to the Federal Government and Foundations. Gibson explained that he was perhaps the only non-race relations expert at the Potomac Institute and that his basic field of interest was community development. He considered himself a technocrat and a pragmatist, rather than a politician. He felt that his function was mainly that of a public relations man who could deal with the foundations and the Federal Government, and that his main value to an administration such as Hatcher's would be as one who knew where and how to get the resources.

Gibson felt that Hatcher's election signaled the arrival of a new phenomenon--black majority cities--and he felt that in the next two decades, as many as 24 of the nation's major cities would have either black majorities or near majorities. He visualized Gary as an urban laboratory, a new forum in which to experiment with issues such as race relations, policy making, and service delivery. He predicted that most of these cities would be seriously decayed when the blacks gained political power and that the new city officials would enter office with relatively little experience in day-to-day city administration, and probably even less in dealing with long range plans for urban development. Gibson thought that this was the context in which Gary should be seen as an urban laboratory, and that Gary was proving to be a valuable model for learning about and anticipating some of the problems that would soon face numerous cities.

Gibson explained that Gary had obtained federal funds in substantial quantities in 1968-1969 and these funds have provided the basis for a "new generation of city administrators". He noted that major accomplishments of the Urban Laboratory experiment in Gary were in areas such as housing and manpower development. The Hatcher Administration devised a coordinated housing program using federal funds for new and rehabilitated housing, claiming more than 4,500 units of low and moderate income housing units. Gibson felt that this was probably more, proportionally, than any other city in America in the same time period. He also felt that Gary's use of the various housing programs had provided public housing consumers a choice of housing without "welfare stigma". Gibson said that the manpower development programs had touched over 10,000 residents--ranging from high school students to steel workers, and that these programs were coordinated with housing and physical development programs. He explained that one of their better achievements was the expansion and improvement of the Gary airport. He thought this was significant since the expanded airport when coupled with the projected growth of the Port of Indiana within the next few years would promise to provide a "mass infusion of new jobs in the present decade."

Gibson said that, like other central cities in this country, Gary faces unemployment, school decline, and changing neighborhoods, but Gary, unlike many other cities, had developed depth of local competence and a capacity for long range planning that would enable the City to survive and grow.

With respect to relations between Gary's black majority and its white minority, Gibson admitted that black domination of Gary's political and cultural life required painful adjustments for many of the members of the white minority. However, Gibson felt that since Hatcher had been in office Gary had lost proportionally fewer whites than its neighboring white-governed jurisdictions within Lake County. Gibson thought that the black majority politics which came to Gary brought along with it more honesty and confidence to the municipal government than Gary's residents had ever known. He also felt that blacks were, in the final analysis, merely an American ethnic group which had at last entered the cycle of urbanization, although he emphasized the political control by blacks was not necessarily synonymous with economic control. Finally, Gibson said that he felt that the phenomenon of the new black majorities in cities was forcing all of us to confront many facts and myths about our society. Perhaps most importantly this appears to be the era in which the meaning of race and ethnicity in America will be openly addressed. Gibson said that this could be the beginning of a renaissance in politics, education, and culture, which would be the best thing that has ever happened to us.

--Reported by Tom Jolly
(24 participants)

THE GEORGE WASHINGTON UNIVERSITY INSTITUTE FOR EDUCATIONAL LEADERSHIP
EDUCATIONAL STAFF SEMINAR
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EDUCATIONAL STAFF SEMINAR REPORT*

"INEQUALITY: What Does It Really Say? What Are Its Policy Implications?"

CHRISTOPHER S. JENCKS
Associate Professor, Harvard Graduate School of Education
and
Center for the Study of Public Policy, Cambridge

April 16, 1973

Mr. Jencks was introduced by the National Institute of Education Director, Dr. Thomas K. Glennan, Jr., as a researcher who had delivered more than he promised and who had been a source of great stimulation to the Office of Economic Opportunity's Planning, Research and Evaluation staff. Mr. Jencks then opened a presentation to approximately 150 officials of NIE and several from the U.S. Office of Education. He referred to Inequality as a candidate for the "most misunderstood book" of the year and indicated that he hoped to clear up some misconceptions since the staff of NIE could "make a difference" on the American educational scene.

The implications of Inequality for educational policy have been vastly exaggerated, Jencks said. Indeed, there are no implications in the book for running a school. The work began with his observations of the War on Poverty, especially the Community Action Program and its Head Start. While admitting that Head Start was perhaps the most successful of the antipoverty efforts, he experienced disappointment at seeing the political-economic War on Poverty transformed into a pre-school undertaking. Under the best of circumstances, how could Head Start ever greatly affect the level of poverty in the U.S.? Granted that education and training were viewed as long-range solutions to economic poverty, he began to wonder if there would ever be sufficient leverage from such efforts alone to make a substantial dent in the problem. All anti-poverty programs tended to change poor people to fit the economic system, but then he began to wonder if that was what poor people really needed to catch up.

The central premise of Inequality is that poverty in the U.S. is a relative, not an absolute, income deficiency. Nevertheless the problems of the poor are real and painful. What, then, should be the role of education in dealing with economic inequality? Inequality's premise is that this role is extremely modest. Some educational institutions actually increase economic inequality by producing "successful" individuals who earn a great deal more than the ones at the bottom of the earnings scale. Moreover, even well mastered curricula have little or no relationship to earning power, and the 3 R's relation to earning, which seems on the fact compelling, is not clear in the research literature. Ability to manipulate words and numbers seems vital to coping in society, yet test scores don't account for more than 10-12 percent of income or "job success" 10 or so years after graduation. Thus, the leverage of education is exceedingly small, 'tho hardly zero.

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*These reports of ESS activities are published for the benefit of ESS participants. These reports are for informational purposes only and do not constitute an endorsement of particular educational policies or practices.

Since success on the job is not highly correlated with test scores, with grades or other cognitive measures, Jencks and his associates then looked at non-cognitive characteristics. But this is a "can of worms" which can't yet be transformed into acceptable scientific measurements. Afterwards, they saw the school as a kind of black box; on one knows what non-cognitive effects of school are, but the economic differences are known to be great and are not greatly narrowed by the quality of schooling. The quantity of schooling (i.e., how long you stay in school) does perhaps determine 25 percent of the observed differences in income.

The unequal distribution of income among people who have gone to graduate school is almost as great as in the general population. Economic inequality is minimized with high school graduates but rises once again with people getting advanced education. Thus, the main message is that the educational system doesn't control important variables determining economic distribution of income. Therefore, the schools shouldn't be held responsible for things that they can't really effect.

There are good reasons for education nonetheless Jencks said: 1) to humanize life; 2) to open up interesting views of the world; 3) give respite from dull work, etc. We ought to pay more attention to the internal life of schools since children spend 10-20 years of their lives in school; they deserve a more humane, fun-filled environment. These are legitimate goals of education even if macro-policy outcomes are not realistic to expect.

Inequality suggests a line of future research: the role of the teacher is said to be central, yet we know very little systematically about what difference teachers make. Therefore, "teacher effectiveness" studies should gauge the difference among teachers and differences in student achievement before and after completion of a grade. Teachers doing a good job should be identified and their characteristics should be identified.

The characteristics of students in a class are also seemingly important. What are the variables? Thus, researchers should look at the internal life of schools, the interaction of pupils with teachers, etc.--even though Jencks said that he was not sanguine about the political viability of this line of research.

Asked whether poverty could ever be eliminated under the present definition of poverty, Jencks said that some people will always be "below average" but society can bring all people closer to the average through an income maintenance system. The problem requires political will. Politics, not education, is the ultimate arena for a more equitable society.

Reported by Samuel Halperin
(150 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"INEQUALITY"

Luncheon/Discussion Meeting
Christopher S. Jencks
April 16, 1973

Jencks commented informally on his book, Inequality, saying that it was in the running as the most misinterpreted published research.

HIGHLIGHTS OF HIS RESEARCH:

- Educational reform cannot be expected to cope with the nation's poverty and other social problems. Education is not the mechanism that can reduce the number of persons below the poverty line.

- Education does not equate with economic productivity, and it is a false expectation to assume the school as a societal change agent.

- While it is politically convenient to place an emphasis on education rather than to cope with the issues of: economic productivity, labor supply, and real dollar distribution, public policy must engage these issues in order to achieve any significant real equality in the U.S.

The following sums up Jencks' response to questions from participants:

- The strategical intervention of the Great Society efforts in the 60's is not meant to be portrayed as completely sterile, as some have concluded from the research reported in Inequality. For example, there unquestionably were some economic payoffs through manpower training, and direct wages payments to many community people and broad program improvements to early childhood education were accomplished through Head Start. However, the conclusion reached from the research was that the strategy of the Great Society was inadequate, but particular programs were of some direct benefit to participants.

- The strategy was not one that could deal with the causes of the poverty and inequality as these existed then and now in the U.S.

Several factors were cited:

- Poverty is relative, which means people feel and are poor if they have a lot less money than their neighbors. The problem is one of economic equality rather than one of low-income.
- The equalization of schools, even if attained, would not have achieved the hoped for objective of eliminating economic and school injustice.

The research suggests some new reasoning:

1) Poverty is not primarily hereditary. Children born into low-income families do have a higher than average chance of ending up poor. But, there is strong evidence indicating a high level of economic mobility from generation to generation. A father with a high occupational status passes less than half his economic advantage to his son, and similarly a father whose status is low passes less than half his disadvantage to his son; families with incomes above the average have sons typically only about a third as advantaged as the parents and a family with below average income typically have sons about a third as disadvantaged as the parents;

2) People do not become richer because their cognitive skills are better than others. The effects of I.Q. on economic success are about the same as the effects of family background. This means, for example, that if the I.Q. of two men's scores differ by 17 points--the typical difference between I.Q. scores of individuals chosen at random--their incomes will typically differ by less than $2,000. That amount is not completely trivial, of course. But the income difference between random individuals is three times as large, and the difference between the best-paid fifth and the worst-paid of all male workers averages $14,000. There is almost as much economic inequality among those who score high on standardized tests as in the general population;

3) There is no evidence that school reforms can substantially reduce the extent of cognitive inequality. Eliminating qualitative differences between elementary schools would reduce the range of scores on standardized tests in sixth grade by less than 3 percent. Eliminating qualitative differences between high schools would hardly reduce the range of twelfth grade scores at all and would reduce by only 1 percent the disparities in the amount of education people eventually get.

From the evidence available, racial desegregation appears to raise black elementary school students' test scores by a couple of points, but most of the test-score gap between blacks and whites persists, even when they are in the same schools. Tracking also has very little effect on test scores. And neither the overall level of resources available to a school nor any specific, easily identifiable school policy has a significant effect on students' cognitive skills or educational attainments. Thus, even if we went beyond "equal opportunity" and allocated resources disproportionately to schools whose students now do worst on tests and are least likely to acquire credentials, this would not greatly improve the prospects of these students.

SUMMATION:

- Jencks' research is being used as the arguments against equalization of school financing, school reform, and desegregation--but the research in fact does not support such conclusions. On the other hand the goals claimed as attainable through modification and reform are proven pretty conclusively to be indefensible.

- The factory model of schools ought to be abandoned. The research indicates that a school's output depends heavily on the characteristics of entering children. School budgets, education policies and characteristics of the teachers are secondary or irrelevant, given the range of variation among schools in the U.S.

- Neighborhood schools, busing, and broadening court interpretations of desegregation are not matters to be decided on the basis of long term educational benefits to children. The research did substantiate this. These are matters which should be dealt with in political and moral terms, not on presumed long-term effects on the children.

- Economic equality needs to extend beyond economic opportunity. This means public policy needs to deal with the basic institutions of society. The manipulation of marginal institutions such as the schools in hope of achieving surreptiously the objectives of real equality will continue long-term patterns: inequality for people and frustration for the egalitarians.

--Reported by Jack Ramsey
(61 participants)

EDUCATIONAL STAFF SEMINAR REPORT
"Schools Do Make A Difference"

Dr. James W. Guthrie
Associate Professor, School of Education
University of California, Berkeley

January 30, 1973

Guthrie said Jencks' studies are related to the Moynihan-Mosteller reanalysis of Coleman data. Coleman, in his research, was not attempting to measure the effectiveness of schools. Rather, he followed up on earlier studies which found better education--and greater degrees of innovation--in schools which spent more. No socioeconomic influences were analysed in the 1930's and 1940's; Coleman sought to explain achievement variables by socioeconomic variables rather than school variables.

Guthrie said Coleman measured equality of opportunity on the basis of inputs, outputs, and the relationship between them. He has been criticized for attempting too much in too short a time.

Guthrie felt Coleman made a number of mistakes:

1. In terms of design, the number of children sampled is deceptive since it is skewed in favor of minority group children. One problems with the sample was the high proportion of nonresponses, which Guthrie did not feel was random; he felt responses were weighted against big city schools.

2. The Coleman study was taken at a single point in time, rather than testing at two points in time and measuring extent of change.

3. The output measures are very restrictive and may not measure what the school is trying to achieve.

4. Coleman took factual data on teachers but did not measure teacher behavior.

5. The expenditure per-pupil measure was a district-wide average, and no distinction was made between elementary and secondary school expenditures.

6. The independent variables used in the regression analysis--especially socioeconomic background and school services--are not really independent; their dependence could skew the analysis.

Jencks feels that the war on poverty, particularly schools, has not succeeded in redistributing income--Guthrie questioned whether ESEA was supposed to. Jencks feels poverty is relative, income redistribution can be better achieved through tax policy, and what happens in schools has little bearing on what happens in post-school life. On the latter point, Jencks does not take into account regional differences in income/cost of living or period in an individual's career.

Guthrie questioned Jencks' assertion that income and education are unrelated, as flying in the face of decades of research.

In response to a question about possible better research designs, Guthrie felt existing research lacks conceptual underpinning. He felt models of how people learn should be built and tested, much as Follow Through is doing.

Guthrie questioned Jencks' level of correlation and whether there are statistical deficiencies in his book. He felt that numerous studies exist which do find school factors related to achievement which have received less publicity than Jencks' book.

Asked about a common denominator for educational research, Guthrie discussed the need for a valid research design, citing the AIR report on Title I as a valid guide to good educational research.

A participant pointed out that Jencks considered 600 different studies and that a number of studies show little or no correlation between income and education. Guthrie questioned whether lifetime earnings data are in disrepute. He added that Jencks' "schools don't make a difference" portion is based almost exclusively on Coleman and Project Talent data.

Guthrie, in response to a question about characteristics of inferior education, discussed the importance of school-by-school accounting on performance as well as fiscal matters.

Guthrie felt that the current state of the art is so poor that there is no model program worthy of universal installation. He urged diversity and incentives to perform, including some form of parent choice plan. Current programs provide teachers with incentives to put distance between themselves and children; under an ideal situation, a master teacher's pay should be the same as the administrator's. He urged parental choice among a cluster of schools with different methods and offerings.

Alleging that schools don't make a difference is the major play of the defense now arguing Serrano at the trial level. The defense is hampered by Coleman's reluctance to testify in their behalf.

Guthrie felt ESEA should not be packaged with Education Revenue Sharing, since he felt the poor would suffer. He felt Title I's administration has been extremely weak.

A participant questioned whether parent choices would reflect better education. Guthrie felt parent choice carried with it widely disseminated information. He did not feel schools could be given no guidelines at all, but he wouldn't push standard emphasis on areas other than math and reading. Alum Rock has not offered the range of parent choice to show any shift in pupil enrollment.

Guthrie discussed evaluation devices for teacher performances. If combined with parent choice, it could serve to break the union lock-step, since there would be no jobs in nonproducing schools.

Guthrie felt funds should flow on achievement or need measures, rather than merely to meet the requirements of Serrano.

Guthrie felt comparability guidelines should be enforced far better than they are at present.

--Reported by Jean S. Frohlicher
(75 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"THE REPORT OF THE CARNEGIE COMMISSION ON HIGHER EDUCATION"

Clark Kerr and Members
of the Carnegie Commission
October 9, 1973

Dr. Kerr was accompanied by several members of the Commission, including Alan Pifer, David Reisman, Kathy McBride, and Vernon Stoddard. Earlier that afternoon, they had officially presented a summary of the Commission's final report at a press conference here in Washington. The summary is entitled Priorities for Action: Final Report of the Carnegie Commission on Higher Education. As the summary indicates, the longer version of Priority for Action contains technical notes and appendices dealing with enrollment projections, prospects for minority and female faculty participation, as well as the findings of earlier commissions on higher education.

Bob Andringa, Minority Staff Director for the House Committee on Education and Labor, introduced Dr. Clark Kerr, Chairman of the Commission. Dr. Kerr first observed that the summary report was organized under six headings:

--Purposes: The need for Higher Education to engage in a discussion and clarification of its purposes.

--Quality: The need to focus on the qualitative aspects of the country's efforts in higher education. For the last ten years the emphasis has been on quantity: recruiting, building, etc.

--Social justice and equality of opportunity. Dr. Kerr observed that while real progress has been made, much more needs to be done.

--Change: The need to enhance constructive change. He noted that this is much more difficult for institutions to accomplish when they are not growing.

--Governance: Much more attention will have to be given to the structures of governance in higher education, especially if we are facing a period of relative quiet.

--Resources: Their acquisition and effective use.

Dr. Kerr then moved to a discussion of enrollment projections and some of their implications for higher education between now and the year 2000. He informed us that the Commission had revised the enrollment projections in Technical Note A downward from those that had been developed in 1971. The Commission now estimates about 1.5 million fewer students in 1980, and 2 million fewer students in 1990, than their 1971 projections foresaw. In short, they see the 1980's as a much more difficult time for higher education than they first thought. At the heart of these difficulties is a projected drop in enrollments of 5 to 10%, a drastic change from the period of steadily growing enrollments which we have known.

Based on these enrollment projections, the Commission foresees very real problems for faculty, particularly with regard to job acquisition and professional mobility. The implications will vary by type of institutions, probably being milder for community colleges, and much more severe for less well known arts colleges. Kerr suggested that if conditions are difficult now for the latter type of school, they will be horrendous during the 1980's.

The hiring of women and minorities to higher education faculties is another expected victim of the decreased enrollments. Dr. Kerr and the Commission forsee this as a problem that will endure for at least another generation. Some progress has been made during the 1970's to improve the proportion of women and minorities in the ranks of faculty and administration, but Dr. Kerr noted with regret that we still have not built an adequate pool of doctorates among these target groups. The prospects for progress during the 1980's are not brightened when we anticipate that there will be relatively little new hiring, combined with few retirees from existing positions.

The Commission used proportions of the Labor Force as a target regarding women and minority hiring. Presently, (1970) women make up 38.1% of the Labor Force and minorities 14.9%. This contrasts with women as 22.5% of full-time faculty in 1970 and minorities comprising 5.3%. If we use the 1970 Labor Force percentages as the faculty goals for year 2000, 2/3 of all those newly hired between now and 2000 will have to be women and minorities. When we allow for the phenomenon which has been outlined for the 1980's, it places even greater pressure for targeted hiring on the 1990's.

Finally, Dr. Kerr noted that the Commission has criticized higher education for a survivalist mentality, which he claims is strongly represented across the country. The attitude seems to be "stay with what you have" rather than challenging the future, an outlook for which he claims the Commission has taken higher education to task.

Q. Regarding your enrollment projections, and thinking about the trends in Europe to recurrent education, how do you figure in people aged 40 and above who want to return to their education part-time? What does this do to your projections for the traditional 18-22 enrollments?

A. Kerr: We have worked it into one of our projections, and while it does increase enrollments for the 80's and 90's slightly, it does not offset other reductions.

The drop-off we anticipate during the 1980's is a function of several factors. There is the decreased birth-rate, but we have also noticed a smaller percentage of "majority" males going to college. In summary, three things have happened to explain the enrollment drop-off:

- as we move out of a semi-recession, there are more jobs to attract potential students,
- according to the Bureau of Labor Statistics, we are getting more "stop-outs", i.e., people taking time out from college--maybe as many as 10% of the student population,
- there are fewer people being sought for the military service.

Q. What percentage of the U.S. population are college graduates? And how does this compare with other countries?

A. Kerr: Fifty (50%) percent of U.S. high school graduates go to college, or an estimated 40% of their age group. This latter figure compares with 30% in Canada; 20% in Japan and Russia (if we include technical training); and 10% in Great Britain.

We're not so far ahead in graduates, however, for we have a much higher "wastage" rate than Great Britain, for example, where 90-95% of the college entrants graduate.

Q. Has the Commission explained this?

A. Kerr: Not specifically. We have noted the relatively lower class status of American college students. In addition, one survey has shown that 5-9% of American students didn't want to be in college at all. Another 20% were marginally committed. We should note, too, that the Commission has always felt that the pursuit of equality of access compensates for possible increases in the "wastage" rate.

Q. What are your major recommendations for the Federal government?

A. Kerr:
(1) Full funding for the BEOGS* program
(2) Expansion of the Work Study program
(3) Money for the State Student Incentive Grant program to encourage States to develop scholarship programs
(4) Avoid premature cut-backs in Health Manpower

Q. Where would you get the money for BEOG's?

A. Kerr: Start shifting $1 billion in G.I. educational benefits (Veterans program) to BEOGS.

At this point, Dr. Kerr observed that the Commission was concerned with the existing loan program for students. He noted that it is possible now to take out a loan, deposit it, and in effect, earn free interest. He also expressed disappointment with the collection rate.

He suggested that there could be a better program and cited Sweden's National Student Loan Bank. That program works through the colleges' and universities' financial aid officers. The student pays back all principal and interest, but the government covers all catastrophic risk. While the student has to pay back the loan eventually, he or she can get deferrments during years of personal hardship.

Vernon Stoddard, a member of the Commission, said that he was not as concerned with abuse in the American loan program. Instead, he claimed that while we have concentrated on targeting grant monies on the neediest students, we have failed to make the loan program a first class program for middle class students.

Q. Don't you have to improve outputs for women at each stage of the educational process in order to get the "pool" necessary for affirmative action in faculty hiring?

A. Kerr: Yes, as I indicated before, the absence of an adequate pool is a drawback for affirmative action for women.

Q. Have you considered the adults who can't take advantage of formal student aid programs?

A. Kerr: We have a note on recurrent education and we estimate now that 50% of full time equivalent students are studying for a degree. Between 10-15% are non-degree students at colleges or universities. And between 35-40% are in extension work; proprietary school and training in the military. We expect this last will be the fastest growing sector.

Q. The military seems to be taking the initiative on granting equivalency and degree granting programs. What impact do you think this will have on post-secondary education?

A. Kerr: If the military turns to internal programs, it could draw enrollments away from colleges and universities. However, if the military decides to operate their programs through those institutions, it would be a boon to them. We have encouraged the colleges and universities to open their arms to this latter possibility.

Q. Your enrollment projections are alarming. How do you see the viability of private colleges as enrollments go down, particularly in light of the CED recommendations?

A. Kerr: Some private schools are going to go under. We have encouraged consideration that student aid might be higher if it is taken to a private school.

CED said that it was concerned with narrowing the gap between public and private institutions by raising public tuition to 50% of the cost of instruction. Our figures show that public tuition now stands at 17% of the cost of instruction. CED suggests that we move from 17% to 50% in 5 years. The Carnegie Commission has suggested that we move to 30% of the cost of instruction over 10 years. However, we have also suggested that we leave the community college percentage where it is.

In the 1950's the gap between private and public tuitions was 2 1/2 to 1. It is now 4 1/2 to 1. In the 1960's per capita income and wealth rose, but the public institions did not keep pace in their tuition charges. The gap is not so bad at $250 to $500, but is much more significant when it is between $1000 and $2000.

Q. What comes after the Carnegie Commission?

A. Alan Pifer: It ends;--goes out of business. Of course there will be a few more reports coming out. However, The Carnegie Foundation has taken steps to create an operating foundation to support higher education. The form is not decided now, but will be by the end of the year. It will not be as free standing, at arms-length from the Foundation as the Commission was. We are assured, however, that Clark Kerr will be associated with it.

We have seen the value of an independent voice studying higher education. We never claimed a right to develop a master plan for higher education. We were only a voice among other voices, and, hopefully, an objective study activity sharing insights with policy makers.

Q. In a forthcoming report, you recommend that the middle class ($11-$15,000) should pay a greater share of their educational costs. How do you arrive at that?

A. Kerr: I believe you are referring to: Who pays; Who benefits; Who should pay, by Alan Carter

That study finds that the middle class receive the greatest net benefit from higher education in this country.

The lower class pays taxes but very few go to college;

The middle income families send more students to college, but pay less taxes than the upper income families;

Upper income families send students to college, but they pay very high taxes.

Q. What more do you have to say about work study?

A. Kerr: We're generally in favor of it, on-campus and off-campus, but as student aid, or as an educational component. We've come out favoring work experience, related or unrelated to studies.

Q. How do you justify higher cost institutions?

A. Kerr: We do say that in the long run good of democracy you need a continuing strain of quality. We have even used the unfortunate term of elitism. In the past, the Federal Government has been successful in supporting great research institutions, but we're in store for a tough debate over more aid to certain institutions. If I were to guess the great debate of the next 30 years, it will be over meritocracy vs. complete equality.

Q. If you're concerned about too many Ph.D. programs, why didn't the Commission squarely face the steps the institution ought to take to reduce existing Ph.D. programs?

A. Kerr: We had much debate over how tough to come out. We admit that we're vulnerable on that.

Q. You said that some colleges may go out of business and this would be "too bad". Why?

A. Kerr: Because they are likely to be some of those institutions that bring diversity to the higher education system. It would be "too bad" to the extent that it pushes homogeneity.

Q. Are graduate discretionary programs consistent with BEOGS?

A. Kerr: Yes, at the undergraduate level and should be dispensed according to need, to assist students in getting started. At the graduate level the objective should be to distribute funds according to merit and talent.

David Reisman then shared some observations concerning private education. He noted that it is getting to be unfashionable for students to admit attendance at small private schools.

Dr. Reisman suggested that there are three things that private schools can maintain for the overall higher education system:

- freedom from "anonymization" and alleged mediocrity against students;
- scale: few of the publics can resist large growth (and the tendency to dehumanization);
- models of independence that actually protect the integrity of the public institutions.

Q. Do you have any ideas how Revenue Sharing funds may relate to higher education?

A. Kerr: That is hard to answer generally. I would expect to see them used in terms of maintaining existing programs rather than promoting new programs.

Q. Do you have any recommendations for the Congress other than the larger funding?

A. Kerr: I mentioned our concern for the Student Loan Program earlier.

Essentially, the Federal Government is now in a position where its policies make good sense. There is a need for more funds, but the basic policies are sensible. The next question is what the states are going to do. Now that they have more money, the states will command the action in policy determination, particularly with regard to the fate of private schools.

Q. How do you reconcile Federal aid and private schools that control enrollments?

A. Reisman: With the emphasis that is put on student aid, Basic Grants and Student Loans, we are essentially utilizing consumer free choice.

Q. But again, how can you defend a public subsidy to an institution (private) that retains 100% control over enrollments?

A. Kerr: The facts are that they won't retain 100% control.

Bob Andringa noted the remarkable record of meetings and reports and asked how it had been accomplished?

A. Kerr: You need a remarkable group of people. We argued and fought, and though we made allowance for dissent sections, we never used it. I think, too, the Commissioners felt that they made a real in-put, that the reports were "theirs" in a true sense, and not merely staff reports.

Q. How influential were the authored reports?

A. Kerr: Twenty of eighty were influential. The others added to the body of knowledge, but were not influential.

--Reported by John Driscoll
(69 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"The Role of Foundations in the Improvement of American Education"

Harold Howe II
Vice President for Education and Research, The Ford Foundation

September 12, 1973

After serving as U.S. Commissioner of Education during the Johnson era of educational reform in 1965-68, Mr. Howe served as advisor on education to the Ford Foundation's office in India for two years prior to assuming his present position as Vice President for Education and Research at the Foundation.

Based upon experience gained during a twenty-five year education career spent "interfering with schools and colleges," Mr. Howe discussed primarily the role of large, national foundations. He stressed that it is tough to generalize about the entire spectrum of foundations since they represent such a "different set of animals." For example, some are small and local, some are related to cities, some are regional in scope, and some play no role in the educational process. In particular, he drew upon his own experiences at the the Ford Foundation by citing six basic questions which he then proceeded to answer.

Question 1. -- What kind of money is involved? The amount of money available to the Ford Foundation depends upon income and capital gains derived from its total assets of $3 billion and upon fluctuations of the stock market. Although Ford was spending about $325 million annually in the 1960's this is now down to $225-230 million in order to preserve the capital of the Foundation for the future. In spite of this decrease, it is now spending a larger percentage of its assets annually than required by Federal law.

Question 2. -- How much is spent for education? The Gaither Commission in the forties and fifties defined goals that have persisted to the present and in accordance with them Ford Foundation funds are spent for "human welfare." Operating under such a broad mandate makes it difficult to state precisely the percentage spent annually on education activities, although 75 percent of the total would be a reliable estimate. If purposes other than improving education are excluded, approximately $45 million of the current $225-230 million annual total is being spent for education. Other funds given to educational institutions for research or training have other purposes than assisting education per se.

Question 3. -- How does the Foundation decide how to spend its annual allocation? To begin with, it does not wait for people to send in proposals although it is glad to receive them. The selection of priorities for grant making is done by the trustees with advice from staff and from external consultants. In a sense, the Board of Trustees serves the same role as Congress in Federal affairs since they establish priorities and also appropriate funds. Out of this collective process of determining priorities emerges a set of program papers and an annual budget which serve as operating guides for the award of grants by the staff without further involvement of trustees, except for very large grants of those with special policy implications. Examples of previous programs resulting from this process include the awarding of $225 million during the sixties to the general aid of private institutions of higher education on essentially a matching basis which resulted in the involvement of 60 to 70 institutions in a ten-year planning process (for many their first attempt at planning). More recently, Ford supported a $40 million program for ten institutions in a graduate education program designed to reduce the amount of time required for award of the Ph.D. and concomitant improvement in the quality of instruction provided. Both of these programs came at a time when these institutions were getting a considerable amount of new money from the Federal government. Partly as a result of this experience, the Foundation now watches the Federal government to avoid duplication of effort, e.g., BOG's and developing institutions. In order to maintain flexibility, not all Ford Foundation funds are committed to trustee-approved programs; some funds are held in reserve. These contingency funds are used for rescue operations; for bright ideas that emerge from outside the Foundation or from its staff; or a new or different program that claims attention and is not included in budget planning, e.g., the women's lib movement stimulated several initiatives.

Question 4. -- What is the Foundation doing now? Of the $45 million available for education, approximately 2/3 is spent for higher education and 1/3 is spent on elementary and secondary education. On the higher education side, 75 percent of the funds are spent on problems of the minorities through providing institutional aid and fellowships to individuals. The remaining 25 percent is spent on the needs of women, innovative programs in undergraduate education, policy studies, and the mechanisms of governing, planning and financing education with emphasis placed on the roles of the States. Of approximately $13 million expended annually to improve the public schools, funds are provided for changing current patterns of leadership training provided by the universities, teacher retraining (in preference to preservice training because the experienced teacher typically will be in the system ten years hence), a better understanding of the problems of adolescence because this age group is least understood and most neglected by research, the planning and financing of education in the public systems, and sex stereotypes in the schools, especially the subordinate role of women and the differential treatment that results.

Question 5 -- What is the Foundation not doing? It is not doing much for libraries, preservice teacher training, curriculum development, and major support of the social sciences, although the latter is an ever-present concern.

Question 6. -- What are the major concerns of the Foundation's staff as it looks at education in the United States today? The greatest concern at present is for the health of high quality graduate education, especially since many observers think that excellence in graduate education is gravely imperiled. Private support is no longer adequate, support at the state level is not increasing at an adequate rate, and more and more graduate studies are moving from theoretical to practical programs. Since Federal support is now based largely on manpower needs, that source of fellowships and traineeships is drying up; therefore, the Foundation is using its funds to illuminate this problem and to develop new thinking about the options available to bring Federal support to high quality graduate education. Although stated as his "prejudice," Mr. Howe feels strongly that quality graduate education, as an institutional element, should attract considerable Federal support because it knows no state or national boundaries and is, in fact, international in scope and influence. In part, the Federal government has failed to respond to this challenging need because there has been no interagency coordination with clout. Often overlooked during periods of substantial reductions in graduate support is the fact that even short periods of non-support require many years to rebuild, e.g., the assembly of libraries and graduate faculties. Another concern of the Foundation is foreign area studies, an important aspect of research and training for the future success of the United States' relationships with China, Russia, and other parts of the world. Federal support of this program has waivered seriously and ought to be larger.

Mr. Howe concluded by assuring all that he will continue, as in the past, "meddling with the affairs of education" and pointing a finger squarely at issues that sorely need but often go begging for resolution, especially since educational issues directly affect the whole of humanity.

The seminar was opened up for discussion by the participants and the following issues were raised in the question-and-answer session that ensued:

Q. What would be the impact on education if a successful tax bill deprived the foundations of their tax-exempt status?

A. Education would survive but it would be denied a lot of "loose money," especially the kind that supports the lively and more interesting things now permissable without attendant, formal, and procedural restraints. The private sector of higher education could suffer seriously from such a policy since it would lose basic elements of support. Also lost would be basic support for some specialized institutions and activities such as Woodrow Wilson fellowships, American Council of Learned Societies, etc.

Q. Based on your government experience in Washington, are there real opportunities for getting involved in the actual solution of major social problems or is most governmental action really in the nature of "lip service?"

A. When talking about major social problems, one must realize that they will never be solved to the extent that they no longer exist; rather, they will be struggled with more or less successfully. Therefore, since race relations and poverty, for example, will remain as major social problems for a considerable period of time, one must think about charges and progress rather than solutions. As a consequence, the rate of progress becomes more important than unattainable solutions. Government initiatives are extremely significant in determining the rate of progress.

Q. Why has the Foundation made a choice in support of 75 percent to higher education and 25 percent to public education when, for example, elementary or early childhood development is so important?

A. This results in part from an historical pattern of operation by the Foundation. Also the Foundation's capacity to make a quantitative dent in higher education is much greater than public education and, beyond effecting change, consideration of funding the operation of public schools would be ridiculous. Also, there are very large public funds available to promote changes in the school and relatively smaller funds for higher education.

Q. Although there has been much talk but little action, what do you think about cooperative funding between private foundations and Federal agencies?

A. This is worth doing. Previous cooperative projects, e.g., Children's Television Workshop, have been quite successful.

Q. What has the Foundation learned about the substance of education to the extent that no more money will be invested in these ventures?

A. The Foundation gives a low priority to curriculum development because we concluded that in many instances it does not produce fundamental changes in the educational experiences of young people. Without changes in teaching methods and in the relationships between teachers and students a new curriculum doesn't alter the situation in a school very much.

Q. Why was innovation at the undergraduate level referred to so disparagingly?

A. We are now in a wave of innovation that can be stereotyped and "innovation at the undergraduate level" is a case in point. Many colleges are making the same changes in adopting calendars, in becoming co-educational, in encouraging independent study, in promoting courses in current day problems, and in serving new age groups in more flexible ways. I don't mean to disparage these adventures, for I support them in principle and with Foundation money. I want to point out, however, that there is a certain orthodoxy to the changes we hear so much about.

Q. Are student loans still an area of interest to the Foundation as an experimental program?

A. Yes, we are interested in the design of student loan programs but not in serving as bankers. As an incidental thought, student financial programs in foreign countries have been overlooked for too long and have something to teach us when new programs are developed in this country.

Q. Would you provide more information on the program you plan concerning adolescents?

A. Previous research, such as that by Coleman, dealing with the 12-18 age group must be used and updated. New research efforts are needed to help us understand better the initiation of teenagers into American society.

When we know more about the needs and problems of this age group, we may be able to do a better job of redesigning the high schools to serve it.

Q. What are three basic principles underlying policy studies?
A. The first three principles that come to mind are the following:
a) providing an adequate information base because many are now inadequate;
b) bringing first class expertise to bear; too much expertise today is second class, and c) incorporating some sense of political reality into policy analysis and resultant recommendations.

Q. What foundation controls keep them on the side-of-the-angels?

A. Openess is the best protection because without it there is no way of ever being sure what side any organization is on. Foundations, in my opinion, have a public trust in the sense that the public has extended to them a special tax privilege. So they should be completely open to the public about what they do. Any foundation is likely to find its actions criticized by someone, and it is important that those actions be openly and honestly reported and not hidden from public view. But whether a foundation is on the side of the angels or not is a question that will be answered differently by different people.

--Reported by Bill Adams
(75 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"The Freedom to Learn"

Dr. Carl R. Rogers
Center for Studies of the Person

February 23, 1973

An afternoon with Carl Rogers is, for most of us, an afternoon with a living legend. Since the 1940's, Rogers has been credited with creating a revolution in psychological counseling through his development of client-centered therapy. Within the last five to ten years he has applied his emphasis on humanism to education with a consistent plea for recognizing the role of feeling and emotions in the learning process. His three hours with participants in the Educational Staff Seminar provided insight into his recent thinking on desired changes in the schools and universities in order to make them genuine places of learning rather than prisons. Perhaps more importantly, the three hours also provided an opportunity to observe Rogers' use of the facilitative techniques he has espoused through his writings.

Rogers opened the session by expressing his awareness of the wide range of interests represented by the people in the group. He also indicated concern that he did not know "where you are" and "I don't know the problems you're facing or the issues you're concerned with." These initial comments helped to provide a climate that encouraged a sharing of personal experiences and ideas by the people present.

According to Rogers, there is something deeply wrong with our educational institutions. He cited the increasing amount of vandalism and violence in schools, children who do not want to learn and the schools' apparent inability to change much during the last fifty years while other insitutions in society have changed greatly. Children are learning a "deep hatred" for everything included under the term "education."

In light of this apparent irrelevance and failure of schools, Rogers suggested that it is possible that colleges and universities may eventually become obsolete and learning will go on outside of education. He referred to the churches which were at one time a vital force in our culture but have since become irrelevant. The most significant part of religious experience now goes on outside of churches.

Many university students have become so disillusioned with education that they are "peak-outs." They have gone through the educational ceiling and into a more exciting world. One institution, California Institute of Technology, went to a pass-fail system after they analyzed the reasons students had for dropping out. The University found that a disproportionate number of the brightest, best and most capable students were among the dropouts.

There are two important but seldom considered factors in the lack of change in education. Education, unlike other institutions, receives no feedback from its consumers -- the students. Educators, politicians, parents and other publics offer opinions, but students do not. Second, education has no place for feelings. It is all too often viewed as "learning from the neck up." People are incredibly frightened of feelings in learning, even though feelings are critical in meaningful learning.

Rogers stated that the characteristics of meaningful learning are known and are necessary for total involvement of the learner.

1. It has a quality of personal involvement of the learner.
2. It is self-initiated even when the stimulus is from the outside.
3. It is pervasive. It makes a difference in the behavior, attitudes and personality of the learner.
4. It can be evaluated solely by the learner. He knows whether it is what he wants to learn.
5. The essence of meaningful learning is the meaning it has for the learner.

Given these characteristics, the critical issue is what changes can be made in education to promote the learning of the whole person. Rogers proposed four long-range goals for the schools, four essential changes for overcoming the deep schisms in the educational system.

The policy of "making schools prisons" should be altered by reducing the years of compulsory schooling and adjusting the labor laws. Rogers believes this would result in a period of "constructive turbulence." Children would be attending school because they wished to learn. It would be to the school's advantage to make schools relevant to young people because their funding would be based on their number of students. Unions could be counted on to keep society and employers from exploitation of children in their labor market.

A second long-range goal is to move toward a voucher system in education. Schools would then "win students" rather than "hold them."

A third desirable goal is to give sufficient backing to innovation and diversity in schools. The educational community would recognize that strength lies in pluralism rather than uniformity. Grants could be given to schools which represent the widest diversity. Perhaps requiring a high school or college degree for most jobs could be made illegal.

A fourth proposal is to have schools act on the knowledge that being human in a school system pays off. Teachers should be persons, not "embodiments of faceless requirements." Humanized learning requires teachers who are authentic and personal and who prize and care for students. With such teachers, students are heard and know they are understood. They also learn to think, as evidenced by David Aspy's studies reported in TOWARD A TECHNOLOGY OF HUMANIZING EDUCATION. Teachers can be selected who show facilitative high levels of these personal characteristics.

In the question and answer session, the process as well as the content was important for understanding Rogers' approach to education. Rogers acted as a synthesizer of the questions and viewpoints presented and a facilitator of sharing not only ideas but also personal experiences of the participants. People were able to move from "Tell us what to do, Dr. Rogers." to "I tried this; here is what was good and here is what did not work." and "My experience tells me that you are right (or wrong)."

By the end of the three hours Rogers had some difficulty interjecting his thoughts in the steady flow of verbal and emotional interactions among the other people. Through his emphasis on wanting to hear what others thought and felt, Rogers was able to facilitate in the group what he would probably hope would happen in any educational encounter. As a teacher he helped to generate excitement about a topic and express his views in a framework that seemed appropriate for him. The essential point is that each individual's view became as important as Rogers' view.

The discussion session focused on a wide range of ideas within the context of how to create change in education and appropriate directions for that change.

The purpose of education in our society was an overriding concern. Rogers views the purposes of education in terms of the learner's personal goals rather than those imposed by external forces on the learner. He discussed the importance of offering opportunities for the individual to learn in a context and in a direction which he selects. For him, training in socialization is repulsive and not in society's best interest. Rogers referred to the activities of children under six who choose their own curriculum as they quickly master a variety of skills.

He views the current emphasis on preparing for the world of work as a societal goal that may or may not provide people with the opportunity to be involved with what they want to be involved in. People need to be able to shift directions at any point in their career.

The failure of many humanistic experiments in education was mentioned. Rogers believes that the failures are partially caused because the culture is not receptive to the new schools. Giving students freedom to learn is one of the most threatening things possible to schools. Experimental schools also fail partially because of inherent weakness in their design. But in a field like education, almost anything is better than what is going on now.

To the question of where to start change, Rogers responded with the suggestion that you start change where you personally have leverage to make a change.

One participant suggested that a large part of the problem with education is the school itself. It is strangling for the children. She indicated that moving children out into the community for many educational activities might overcome this difficulty. Rogers concurred.

When the issue of allowing people to re-enter the educational system at will at any time during their life was raised, Rogers responded enthusiastically. He described a need for wide open channels into learning so that people can leave easily and come back as a learner. Those who do come back have a greater openness to learning.

A concern frequently raised was how to work in schools which are committed to implementing humanistic education but are opposed by the parents. Rogers indicated that revolutions are never easy and humanistic education represents a revolution in educational methods.

A number of people described their experiences with an educational system that emphasized rote learning as opposed to creativity and scientific inquiry. This generated the question of the proper role of each approach.

Rogers summarized by describing the current move in education from an emphasis on the cognitive to an understanding of both the affective and the cognitive. Eventually education will incorporate both as the focus becomes one of developing the individual's potential. For Rogers, this will only happen when the community and the culture have the will and commitment to move in this direction.

At this point, Rogers refocused the discussion by asking for other opinions of how change in institutions can be achieved. The dilemma is that when institutions do not change the more innovative, open people are needed to change the institution. While the skills and knowledge exist to free people up and make them more sure of themselves, the questions remain whether the same skills are available to free up institutions. This phase of the discussion generated several points of view:

1. Change occurs only when an institution is faced with and is aware of a crisis.

2. It must be based on a thorough understanding of the institution and of the philosophy, rationale, and theory behind the desired changes.

3. For others, change occurs when individuals are personally aware of the need for it. Then people work together to look for a way to make it happen with the help of a philosophy and a theory.

4. The alternatives for education must be clearly stated rather than expressed solely in "fuzzy terms."

5. Others, including Rogers, resist this because setting up the conditions for change set up conditions to bring about the unpredictable. A look at predictable outcomes and risk-taking are inherent in the emphasis on freedom in humanistic education.

It was suggested that people talk about what they are doing in their own agencies to bring about change. Several described experiences where they attempted to open up lines of communication vertically and laterally in their agency with limited success. In experiences ranging from attempting to have coffee with supervisors to setting up human relations workshops for people working at all levels in an agency, little progress was made in coming to know others and creating real change. During this sharing of experiences, Rogers made several observations.

1. Top administrators are easily threatened. Many are frightened. The real problem is creating an environment where they feel safe enough to open up.

2. We are asking people who are conforming to shift from static ways of thinking to process ways of thinking.

Rogers concluded the session with the observation that change comes about when one individual changes and creates a climate where others can also change.

--Reported by Janet Heddesheimer
(80 Participants)

THE PERSON OF TOMORROW

by Carl R. Rogers*

Center for Studies of the Person
La Jolla, California

I am fascinated these days by what I am convinced is a most significant phenomenon. I am seeing a New Man emerging. I believe this New Man is the person of tomorrow. I want to talk about him.

I have seen him emerging, partially formed, from encounter groups, sensitivity training, so-called T-groups. I realize that for many years I saw facets of him emerging in the deep relationship of individual psychotherapy. I see him showing his face in the rapidly growing trend toward a humanistic and human psychology. I see him in the new type of student emerging on our campuses, and in campus unrest all over the world--Paris, Czechoslovakia, Japan, Columbia, Berkeley, San Francisco State, Harvard and many other places. He is not all lovable, he is sometimes frightening, but he is emerging. I see him in the surge toward individualism and self-respect in our black population in and out of the ghettos, and in the racial unrest which runs like a fever through all our cities. I see elements of him in the philosophy of the 'drop-outs' in our generation--the hippies, the 'flower people'. I see him, strangely enough, in the younger members of industrial management today. I catch what to my older eyes is a confusing glimpse of him in the musicians, the poets, the writers, the composers of this generation--I'll mention the Beattles, and you can add the others. I have a feeling that the mass media--especially television--have helped him to emerge, though on this I am not very clear. But I have named, I think, a number of the areas and trends which perhaps have caused the emergence, and certainly permit us to see, the qualities of this New Man.

Though I am excited and full of anticipation about this person of tomorrow, there are aspects of the situation which are very sobering. I believe the New Man has characteristics which run strongly counter to the orthodoxies, dogmas, forms, and creeds of the major western religions--Catholicism, Protestantism, Judaism. He does not fit at all into traditional industrial management and organization. He contradicts, in his person, almost every element of traditional schools, colleges, universities. He certainly is not suited to become a part of bureaucratic government. He doesn't fit well into the military. Since our culture has developed all these orthodoxies and forms of present-day life, we have to ask ourselves seriously if this New Man is simply a deviant misfit, or whether he is something more hopeful.

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*To accompany Dr. Rogers' presentation to the Educational Staff Seminar on February 23, 1973.

There is another reason for thinking deeply and soberly about him. He is almost the antithesis of the Puritan culture, with its strict beliefs and controls, which founded our country. He is very different from the person admired by the industrial revolution, with that person's ambition and productivity. He is deeply opposite to the Communist culture, with its controls on thought and behavior in the interest of the state. He in no way resembles the medieval man--the man of faith and force, of monasteries and Crusades. He would not be congenial with the man produced by the Roman Empire--the practical, disciplined man. He is also very alien to today's culture in the United States, which emphasizes computerized technology, and the man in uniform--whether military, police, or government inspector.

If, then, he is new in so many ways, if he deviates so deeply from almost all of the gradually developed norms of the past and even the present, is he just a sport in the evolutionary line, soon to die out or be discarded? Personally I do not believe so. I believe he is a viable creature. I have the conviction that he is the person of tomorrow, and that perhaps he has a better chance of survival than we do. But this is only my own opinion.

I have talked about him at some length, but I have made no attempt to describe his attitudes, his characteristics, his convictions. I should like to do this very briefly. I would like to say that I know of no one individual to whom all of the following statements would apply. I am also keenly aware that I am describing a minority, probably a small minority, of our present-day population, but I am convinced that it is a growing minority. What follows is a groping, uncertain characterization of what I see as the New Man. Some of his qualities are probably temporary ones, as he struggles to break free from the cocoon of his culture. I shall try to indicate these. Some, I believe, represent the process person he is becoming. Here then are some of his characteristics as I see them.

He has no use for sham, facade, or pretense, whether in interpersonal relationships, in education, in politics, in religion. He values authenticity. He will not put up with double talk. He hates statements such as these: "Cigarette smoking is a romantic, exciting pleasurable, satisfying thing--(and of course it kills many through lung cancer)". Or, "We are following a noble pathway in protecting South Viet Nam and living up to our commitments and treaties--(but in doing so we kill thousands of men, women and children, many of them completely innocent, others whose only crime is that they have a goal for their country different than ours)". He hates this kind of thing with a passion. He regards the current culture as almost completely hypocritical. I believe that this hatred for phonyness is perhaps the deepest mark of the New Man.

He is opposed to all highly structured, inflexible, institutions. He wants organizations to be fluid, changing, adaptive, and human. It will be clear from what follows how deep is his dislike for bureaucracy, rigidity, form for form's sake. He simply will not buy these qualities.

He finds educational institutions mostly irrelevant and futile so far as he is concerned. His unrest--in college and high school--arises out of a hundred specific issues, but none of these issues would be important if his school were truly meaningful for him. He sees traditional education as it is--the most rigid, outdated, incompetent institution in our culture.

He wants *his* learning to involve feelings, to involve the *living* of learnings, the *application* of relevant knowledge, a *meaning* in the here and now. Out of these elements he sometimes likes to become involved in a searching for new approximations to the truth, but the pursuit of knowledge purely for its own sake is not characteristic.

Religious institutions are perceived as definitely irrelevant and frequently damaging to human progress. This attitude toward religious institutions does not mean at all that he has no concern for life's mysteries or for the search for ethical and moral values. It seems, in fact, that this person of tomorrow is deeply concerned with living in a moral and ethical way, but the morals are new and shifting, the ethics are relative to the situation, and the one thing that is not tolerated is a discrepancy between verbal standards and the actual living of values.

He is seeking new forms of community, of closeness, of intimacy, of shared purpose. He is seeking new forms of communication in such a community--verbal and non-verbal, feelingful as well as intellectual. He recognizes that he will be living his transient life mostly in temporary relationships and that he must be able to establish closeness quickly. He must also be able to leave these close relationships behind, without excessive conflict or mourning.

He has a distrust of marriage as an institution. A man-woman relationship has deep value for him only when it is a mutually enhancing, growing, flowing relationship. He has little regard for marriage as a ceremony, or for vows of permanence, which prove to be highly impermanent.

He is a searching person, without any neat answers. The only thing he is certain of is that he is uncertain. Sometimes he feels a nostalgic sadness in his uncertain world. He is sharply aware of the fact that he is only a speck of life on a small blue and white planet in an enormous universe. Is there a purpose in this universe? Or only the purpose he creates? He does not know the answer but he is willing to live with this anxious uncertainty.

There is rhythm in his life between flow and stability, between changingness and structure, between anxiety and temporary security. Stability is only a brief period for the consolidation of learning before moving on to more change. He always exists in this rhythm of process.

He is an open person, open to himself, close to his own feelings. He is also open to and sensitive to the thoughts and feeling of others and to the objective realities of his world. He is a highly aware person.

He is able to communicate with himself much more freely than any previous man. The barriers of repression which shut off so much of man from himself are definitely lower than in preceding generations. Not only is he able to communicate with himself, he is also able to express his feelings and thoughts to others, whether they are negative and confronting in nature, or positive and loving.

His likes and dislikes, his joys and his sorrows are passionate and are passionately expressed. He is vitally alive.

He is a spontaneous person, willing to risk newness, often willing to risk saying or doing the wild, the far-out thing. His adventuresomeness has an almost Elizabethan quality--everything is possible, anything can be tried.

Currently he likes to be "turned on" -- by many kinds of experiences and by drugs. This dependence on drugs for a consciousness--expanding experience is often being left behind as he discovers that he prefers to to be "turned on" by deep and fresh and vital interpersonal experiences, or by meditation.

Currently he often decides to obey those laws which he regards as just and to disobey those which he regards as unjust, taking the consequences of his actions. This is a new phenomenon. We have had a few Thoreaus but we have never had hundreds of people, young and old alike, willing to obey some laws and disobey others on the basis of their own personal moral judgment.

He is active--sometimes violently, intolerantly, and self-righteously active--in the causes in which he believes. Hence he arouses the most extreme and repressive antipathies in those who are frightened by change.

He can see no reason why educational organizations, urban areas, ghetto conditions, racial discrimination, unjust wars, should be allowed to remain unchanged. He has a sustained idealism which is linked to his activism. He does not hope that things will be changed in 50 years; he intends to change them now.

He has a trust in his own experience and a profound distrust of all external authority. Neither pope nor judge nor scholar can convince him of anything which is not borne out by his own experience.

He has a belief in his own potential and in his own direction. This belief extends to his own dreams of the future and his intuitions of the present.

He can cooperate with others with great effectiveness in the pursuit of a goal which he is convinced is valid and meaningful. He never cooperates simply in order to conform or to be a "good fellow".

He has a disregard for material things and material rewards. While he has been accustomed to an affluent life and readily uses all kinds of material things, taking them for granted, he is quite unwilling to accept material rewards or material things if they mean that he must compromise his integrity in order to do so.

He likes to be close to elemental nature; to the sea, the sun, the snow; flowers, animals, and birds; to life, and growth, and death. He rides the waves on his surfboard; he sails the sea in a small craft; he lives with gorillas or lions; he soars down the mountain on his skis.

These are some of the qualities which I see in the New Man, in the man who is emerging as the person of tomorrow. He does not fit at all well into the world of the present. He will have a rough time trying to live in his own way. Yet, if he can retain the qualities I have listed so briefly, if he can create a culture which would nourish and nurture those qualities, then it may be that he holds a great deal of promise for all of us and for our future. In a world marked by incredibly rapid technological change, and by overwhelming psychological sham and pretense, we desperately need both his ability to live as a fluid process, and his uncompromising integrity.

Perhaps some of you in this audience will have resonated to my description because you see in yourself some of these same qualities emerging in you. To the extent that you are becoming this person of tomorrow and endeavoring to sharpen and refine his qualities in a constructive fashion, I wish you well. May you find many enduring satisfactions as you struggle to bring into being, within yourself and in your relationships with others, the best of this New Man.

EDUCATIONAL STAFF SEMINAR REPORT

"The HEW Task Force Report Work In America"

April 10, 1973

The Work In America Report with Dr. James O'Toole, Director, APEX - Workshop on Work, Education and Quality of Life, The Aspen Institute, (Former Chairman, HEW Task Force on Work in America); Harold Wool, Senior Economist, National Planning Association; Byron Calame, Labor Writer, Wall Street Journal.

Dr. James O'Toole, chairman of a special HEW task force, appointed to explore the changing nature of work in America, started our discussion with an overview of the report.

Secretary Richardson's foreword commented that it "literally takes on everyone, not excluding some of the thinking in the present Administration." He declared, "I cannot recall any other governmental report which is more doughty, controversial, and yet responsible than this one."

O'Toole noted that the Secreta[illegible]had sought to find a key to the complex of social problems who[illegible]ymptoms were treated by HEW programs. Seeking a broader o[illegible]ation than Federal program goals, Richardson accepted O'T[illegible]s suggestion that work was a pivotal nexus for the individu[illegible] the family, and the community.

Work produces not only economic and social benefits, but psychological feedback as well. Identity, self-esteem, and personal competence are also involved. If the opportunity to work is missing, social and personal problems result. Some of these include:

1. Health - A Duke University study over a 15-year period revealed that job satisfaction is the main indicator of worker

In league with job redesign, O'Toole advised equity-sharing as a second valuable step in improving worker satisfaction. The Louis Kelso proposal in The Two Factor Theory was cited as exemplary.

Moreover, workers want continuing education as a major benefit for the future, according to recent surveys. Education has suffered from emphasis upon its market value, which has diminished all other aspects of the process. The resulting credentialism has not affected the quality of work but rather has filled jobs with overtrained and thus dissatisfied workers.

The economic orientation of education tends to reduce intellectual learning to mere job training, neglecting transcendent goals of the good life, aesthetic appreciation, and the whole man. This orientation is particularly damaging in times of manpower surplus by undercutting public support for education in general.

The school was designed at the turn of the century to be an "anticipatory mirror" of the workplace. A common base of structural rigidity and authoritarianism was shared by both schools and industry. But this relationship has broken down. Students educated in seminars are not content with an authoritarian workplace and repetitive tasks.

O'Toole's solution is to humanize the workplace in the same way that dialogue and creative curiosity are being emphasized in education. This is not only wise socially, but the 40% increase in productivity at the Topeka General Foods plant suggests that it is highly practical from an economic standpoint as well.

Two discussants commented on Dr. O'Toole's presentation: Harold Wool of the National Planning Association and Byron Calame of the Wall Street Journal Wool described the appearance of studies by sociologists in the late 1960's probing the rise of worker discontent in wildcat strikes, high turnover rates, declining productivity, and the Wallace vote. The conjunction of these phenomena quite naturally caused journalists and economists to take a new look at work conditions.

Wool's explanation, however, was that worker discontent is a natural consequence of economic prosperity. Worker discontent in the 1960's declined with the passing of the boom in the 1970's. When jobs are plentiful, workers are restive; when jobs are scarce, they are more docile. As evidence he pointed out that productivity declined in 1969-1970 but rose sharply in 1971-2.

Wool concluded that an economic growth policy is much more important than humanizing the workplace. In a competitive job marketplace, workers have mobility to seek more satisfying occupations and move upward in status, responsibility, and pay.

Byron Calame declared that labor unions are diametrically opposed to job redesign because it threatens their power which is based on worker discontent. The Kelso plan for equity-sharing is also opposed by union leaders because it would tend to blur the labor-management split. Labor leaders, he said, do not want to put themselves out of business. They prefer to emphasize quantifiable benefits for negotiation with management, such as standard pay scales, seniority privilege, and plant facilities.

In his response to the discussants, O'Toole stated that their view of the worker was that of an "economic animal." This reminded him of Aristotle's concept of the "natural slave" -- that most human beings are fit for nothing but routine and repetitive handwork.

He agreed with Wool that full employment and real wage growth are fundamental. His job redesign proposals are built upon the presumption of full employment, although they might actually promote and contribute to it. Job redesign is predicated upon both the existence of jobs and the necessity for high productivity.

The preoccupation of the report, O'Toole conceded, is a luxury problem meant for people with secure and well-paying jobs. For that reason, the last chapter is devoted to the problems of people without jobs. But even persons in the lowest economic categories need a sense of dignity.

--Reported by George B. Lane
(61 Participants)

EDUCATIONAL STAFF SEMINAR REPORT

"The Worker Renewal Strategy"

Herbert E. Striner, President, University Research Corporation and
Author, Continuing Education as a National Capital Investment
(Upjohn Institute, 1972)
Charles Holt, Urban Institute
Dave O'Neill, American Enterprise Institute

May 2, 1973

Dr. Striner outlined his proposal for a national program of encouraging reentry into education and skill training for interested workers for upgrading skills or acquiring new skills. The core idea is similar to the G.I. Bill, generally accepted as a successful effort to subsidize recurrent education after a break in the traditional pattern which most students follow.

At an Organization of Economic Cooperative and Development Conference in Copenhagen in 1970, and in research in Western Europe during the summer of 1971, Striner learned of the apparently effective system with which the Germans have had a number of years experience. The French were also proud of the accord just reached between government, management and labor for a subsidized worker renewal program in their country. Striner's presentation to ESS and the subsequent discussion centered primarily on the German system and ways in which it might be adapted to U.S. needs and U.S. instructions. (His research covers the Danish and French programs as well.)

In Germany almost 2 percent of the labor force is involved in worker retraining. The program is based on the individual worker's desire to increase his vocational skills. He can be employed or unemployed. He can return to training fo up to two years at 90 percent of his income up to a specific ceiling income. Every worker has, in effect, a right of re-entry into the educational system. He receives counseling to make sure his career aspirations and retraining plans are realistic in light of labor market opportunities.

For example, while Dr. Striner was observing the program in Munich, there was a Bavarian farmer who wanted to become a mechanic but wanted to continue to work outdoors. A couple of days' search by the program counselor turned up a shortage of ski-lift repair men in the Bavarian Alps, and the ex-farmer began an eight-month training course in repair and maintenance of electrical ski-lift equipment.)

The Germans are not concerned about what training institutions are used. Both private and public ones are utilized, similar to our experience with the

G.I. Bill. Emphasis is on the individual. Evaluations of the program at the Erlangen (Germany) Institute of Employment Research indicate that six years after completion of training, average earnings increased 67 percent compared to a national average of 28 percent. 78 percent of the trainees felt they had achieved their pretraining job target.

Funding of the German program is through the unemployment insurance fund, which is supported by both employer and employee contributions. (In the U.S., only employers are taxed to support unemployment insurance. Benefits are limited to helping workers tide over periods of unemployment).

The United States, according to Striner should adopt a model which provides a right to two years of skill training and retraining for every worker and which utilizes the unemployment insurance system to finance it - not just to finance unemployment benefits. Unemployed youngsters should be eligible as well as the long-term employed. Such a program could replace many of our present manpower training programs. Inmates in correctional institutions should be as entitled as anyone, permitting them to acquire a viable skill with which to support their families upon parole or discharge. A broadened skills training program would help to reduce recidivism.

The $10 to 12 billion now tied up in unemployment insurance reserves should not sit idle but should be used for financing the continuing education system. Or congress might elect direct appropriations from general revenues. Striner envisages a comprehensive skills training program financed through one source but meeting a wide range of needs.

Dr. Charles Holt of the Urban Institute focused his comments on the problem of finding jobs for the retrainees after their program is completed. The low levels of unemployment in Western Europe (2 percent or less ever since World War II even after corrections for differences in measurement methods) is less than half of the four to five percent rate in the U.S.. These U.S. national averages obscure far more severe unemployment, like 30-35 percent for minority youth. As desireable as Striner's program is, it would need to be accompanied by other measures for improving the functioning of labor markets.

Holt felt that there are ways to increase employment without increasing demand. One way would be by reducing the rapid turnover in job-holding. It should prove possible, with improved matching of jobs and workers, to extend the average job's duration beyond two years (today's figure). The 4½ to 5 million looking for work at any one time comprise one of our biggest industries; this figure should be reduceable.

Increasing worker satisfaction should also help. The time devoted to the job search should be decreased; it currently averages one to two months every two years. Appreciable numbers of people have six months employment. A linking of private and public employment agencies would be helpful.

Increasing the mobility of workers at the same skill between communities and within communities at different but related skills, should limit inflation trends caused by labor supply misallocations. Often we see a glut of welders in one community with a shortage in another. Holt urged a careful examination of several factors not usually considered by labor market analysts which could greatly improve our employment picture. Reducing the artificial barriers to initial employment and upgrading, including those of race, age, and sex would help. The rigidity of schools, of counseling systems and other institutions urgently need attention. The structure in our educational system may tend to track students out of job mobility. There are some institutional changes that would reduce inflationary pressures. They can also contribute to an increased GNP.

The big question according to Holt, is how to establish linkages from schools to the labor force. There is lots of potential support for a worker renewal program. It will require a balance between public and private contributions. Dr. David O'Neill, of the American Enterprise Institute, objected to mixing programs for the disadvantaged with a continuing adult education program. There is a lot of adult education going on already, as for example the vast growth of the pocket book industry (with titles ranging from sex education to how to cook or garden.) Many school systems provide adult education already. There is no obvious evidence of an unmet need.

Distressed workers should be carved out of Dr. Striner's program. He gives no guidance as to the desired size of his program, except for the reference to 2 percent of the labor force in Germany. Who should be helped in the U.S.? There are 14 to 15 million unemployed every year; should they all be helped? The short-term unemployed (4 to 5 weeks) do not justify Federal intervention. Another problem relates to the difficulty of assessing regional unemployment (related to worker surplusses in any area with shortages in similar positions in other geographical areas). Our manpower system cannot handle these disfunctions in our economy.

What might be done is an extension of Bog's provision in the Education Amendments of 1972 which include adults having evidence of a serious problem of unemployment or underemployment.

The labor market, O'Neill continued, has little to do with poverty in 1973, where it had everything to do with it in 1933. All past efforts to use manpower training to fight poverty have proved ineffective. He contended that it is more effective to counteract poverty among adults and the elderly by giving them supplements. Manpower programs can also play a role in helping disadvantaged youth get on promising career ladders. Existing programs are too scattered to be effective.

--Reported by William Batt
(23 participants)

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EDUCATIONAL STAFF SEMINAR REPORT*

"THE PROMISE OF CABLE TELEVISION"

Theodora Sklover
Executive Director, Open Channel, New York City

May 15, 1973

John Bradamas opened the meeting with a discussion of his interest in getting a knowledge of the issues surrounding the public access usage of cable television. He presented Theodora Sklover, Executive Director of Open Channel. Cable television represents a possible addition of 24 to 40 broadcast channels to an average television receiver. Open channel is concerned with developing this new capability in the interest of a diverse public by allowing them access and utilization of the new communications capability.

New York City became the first area which has accepted cable television to grant public access channels in the franchise agreements with operators of a cable television system. The FCC has ruled the top 100 media markets (which include 95 percent of the population which includes three non-commercial channels; one public, one educational, and one municipal in their franchise agreements.) If this promise is to be realized the public must be involved in structuring these channels. The only operational cable television channels in the country that are publicly controlled are in the New York City area. One of the biggest problems of operating public access channels is that access costs money. In spite of having the air time, production costs are such that the channel is useless without some additional incentive. Open channel has filed a FCC petition to use a percentage of the gross revenues accrued from the cable television operations to help finance the three public access channels. Sklover commented that traditionally there has been no secure funding base for public television.

One of the big questions facing these new channels has been how to utilize the air time. In New York City some mistakes have been made. Most of the air time has been well used by community organizations, municipal groups, and educators. On-going program formats are developing. For instance, Open Channel is working in three schools to develop utilization mechanisms with teachers. Sklover commented that educational technology is usually secondary in education, that the linkage mechanisms are weak

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*The reports of ESS activities are published for the benefit of ESS participants. These reports are for informational purposes only and do not constitute an endorsement of particular educational policies or practices.

What's the cost estimate to all receivers? Is it a problem for poor people for instance, to get access? This shouldn't be a problem. All families seem to be able to afford television sets. The poor buy them on an installment basis. The usual fee for CTV service is six dollars a month. That makes it very similar to phone charges.

What happens if more people have program ideas than there is access time? The access for anyone is there; however, technical assistance on equipment is not always available. Open Channel selects on the basis of national concerns for developing cable television's public usage of it.

How does it happen in other cities? No one is really in charge of the Channel and so real decisions are made by the operator or the city. Open Channel's idea is to create a non-profit corporation for assistance. Open Channel at the present time has no control over delivery. It is in the operator's hands, so there are significant problems.

Who are the competing constituencies for access; do you need franchise for access rights? You are talking about public television of the future. Commercials finance television now and cable fees will pay in the future. Public television has not developed a local constituency. In cable television, channels can be subdivided with franchise decision-making so that it can become democratic. Open Channel, instead of wanting boards composed of fund raisers (as public televison boards are now), wants CTV Boards to be half appointed and half elected.

What can Congress and the U.S. Government do to help these efforts? Don't just think of broadcast programs, think of the educational dollars behind those programs. Try to make public policy which allows public television to become more of a facilitator, with more local control in program formats. The FCC should reflect more of the public interest.

How does cable television make television more a part of education? Can education be taught through educational TV? Self-awareness is very important and can be done with CTV. Student video tapes of their lives, for instance, can be most important for self concept. Also, television is sexy; it gets kids into a learning activity which they are excited about.

Is video tape cheaper than sound movies? Half-inch video tape is cheaper. It has greater access and it has immediate feedback which is good for many children.

Will the appeal of local access for cable TV possibly make it become too fractioned? It doesn't seem to be a problem here. CTV franchises are quite expensive and so small businesses have gone into cooperative agreements with CTV operators in order to get a piece of the action in a contract called 70-30 grants. That allows for local access and at the same time for most efficient use of resources.

Does Open Channel provide teacher training institutes for use of cable television? Yes, along with onsite assistance and workshops. We are asking educators to change their educational system, with the time frame for access of Open Channel. Cable television in New York is on from 9:00 a.m. to midnight. Open Channel is not a coordinator or a traffic cop. It usually provides one half hour per day and one special per week. Sklover commented that if the channels were not utilized then it would possibly be dropped. It would be good for the federal government to get involved in a longer growth period, public access can be nurtured. The educational potential of CTV usage in the public interest is tremendous. Two innovations (digital return mechanisms and freeze framing) will allow adult education to reach a larger audience. These systems can teach at 600 levels on one channel at one time. Return mechanisms are cheaper, in fact, for homebound education.

Is radio a good lab for this local programming? The relationship is not that direct. TV is much more of an engaging experience.

What major problem do you see facing public usage of CTV in the immediate future? The public channels, it must be remembered, are in perpetuity. The education and municipal stations are allowed for five years only, and they must show usage to be continued.

What is the Open Channel budget? National effort and local activities are $250,000. This effort would represent 2 percent of what the city collects for access.

--Reported by Jonathan Brown
(33 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"ISSUES OF ACCOUNTABILITY, TESTING AND THE DISTRIBUTION OF FEDERAL FUNDS"

December 3, 1973

Morning Session

The all-day workshop began with a brief presentation by the Moderator, Dr. Joel Berke of the Syracuse University Research Corporation. Berke defined the theme for the day as "the use of tests in the resource-allocation process." He pointed to precedent proposals favoring tests such as the Mondale-Stevenson Bill which would offer bonuses based on improvements in test scores, the Fleischmann Report recommending consideration of using test data as part of a general allocation formula, and the present Quie Bill, which would again use test scores as a basis for resource allocation. There are also strong criticisms of using tests in this way:

1) it reflects a racist approach to resource allocation and would stigmatize minority groups who will do poorly on tests;

2) it reflects an anti-urban approach in that urban minorities won't do badly enough on tests and funds will flow to the suburbs;

3) it can be manipulated so that students will apparently do better than expected;

4) teachers will encourage their students to do worse than they should.

Whatever the claims may be, Berke considers the real issues to be the cut-off points and the allocation procedures rather than the tests themselves. That is, with decisions on cutoffs and on procedures for assigning money you can "work around" the tests and their results anyway.

Dr. James Popham of UCLA traced the history of the testing movement in the United States since more than 50 years ago and the growth of a "test mentality" here. Tests were used originally to differentiate among people and pick out "the best" for assignments in the Army or to prestigious colleges. An example was the Alpha Intelligence Test used to select officer candidates in World War I. A feeling of special reverence for nationally standardized tests developed.

Then, about 1960, instructional specialists spread the idea that large numbers of people could learn well through programmed instruction. Robert Glaser at Pittsburgh distinguished in 1963 between norm-referenced tests (those designed to determine the individual's status in relation to that of other individuals) and criterion-referenced tests (those designed to determine an individual's status with respect to a well-explicated behavior domain (i.e., class of behaviors) reflecting cognitive competence, affective traits, etc. Glaser and his colleagues predicted a very different distribution of performance when highly effective instruction based on programming was used rather than conventional instruction. A major problem with their theory, however, was reliability when scores bunch at the higher end of the norm distribution, leading to drops in the coefficient of reliability.

As Popham sees it, standardized achievement tests are not sensitive to the content of instruction. This is because commercial publishers produce the tests, and they seek a nationally acceptable test that will not reflect curricular variations around the country. A standardized test that clearly reflected a given curriculum would not be used nationally and the publisher would lose money. Publishers thus stick to generalities, let people assume that the test is appropriate to their curriculum, and assume themselves that variation in performance will be the desirable result.

An ideal item in any test would be one that all learners answer incorrectly prior to instruction and that all learners answer correctly after instruction. It is exactly such an item that must be modified or eliminated from a "successful" standardized test, which thus really becomes an intelligence test. As a result, the items that remain in standardized tests are the items not taught in school, making them impervious to high-quality instruction.

Do criterion-referenced tests offer greater promise? At first, they were so vague that the term "cloud-referenced tests" was often applied. On the other hand, the State of California now requires that tests used there have the potential to reflect improved teaching and learning if resources are to be allocated accordingly. Criteria must be sharply defined. To accomplish this, California now uses test items drawn from standardized tests, pooled, and selected from the pool. Popham opposes this practice, yet he finds that criterion tests themselves are still too imprecise with regard to criterion definition. "The state-of-the-art is still fairly primitive", he says, "and there is little activity underway that is likely to make it better. Right now, we do know more though about the defects of norm-referenced testing than about those of criterion testing."

Dr. Stan Ahmann, Director of the National Assessment of Educational Progress (NAEP) Study, described his program's approach to testing and the conclusions to be drawn from testing. NAEP tries to assess what 9-, 13-, and 17-year olds and young adults (26-35) know and can do. Test items cover the learning areas of science, writing, citizenship, reading, literature, music, social studies, math, career and occupational development, and art. There are "assessment cycles" of five years after which tests are repeated, using again some items which have been kept secret in the interim.

NAEP used a consensus approach which committees of teachers, experts and laymen to define major objectives for each of the larning areas listed above. A serious objection to this approach, however, is that it eliminates exciting extremes of thinking, the "outriders" of educational philosophy and practice.

Ahmann defined NAEP's approach as "objective-referenced", with achievement of the learning objective inferred from test performance. Do the test exercises truly reflect the learning objectives? Ahmann believes they do, but notes that "the problems are excruciating and the costs are horrendous" for such areas as music, art, and science as well.

Could the NAEP approach be used for resource allocation? NAEP's goal is to define the percentage of people who do or do not respond correctly. Test data are reported by exercise by percentage.

> But we cannot merge all the reading, all the science, etc. And there is a difference in importance of objectives, and we don't yet have a way of weighing those objectives. As a result, our manageable end product is a statement that the child can or cannot do this, that a certain percentage of the group has or has not mastered that. Is this all translatable for policy makers? What we have done is produce meaningful statements rather than global scores, and expand testing from mere paper-and-pencil work to performance exercises as well.

Mr. Jack Schmidt of the NAEP staff described the Michigan experience in using tests for resource allocation, after noting the role of Title III of the Elementary and Secondary Education Act of 1965 in spurring interest in testing. Title III requires a State plan to define an index or indices of educational needs and then to use the index for channeling new money to these areas of need. Another spur is public concern about lack of information on educational "outcomes", leading in recent years to a rapid growth of surveys and reports on educational attainment at the State level. Some

30 States today have active, on-going assessment programs, in 17 of them, the intent is to provide information on performance by grade level to State decision-makers who will influence allocation of resources. Legislative requirements for such assessments now exist in 16 States. The results of these assessments are used for (1) reporting to the public and/or the State legislature, and possibly for resource allocation; (2) reporting to the State Education Agency for use in allocating their resources, primarily in the form of technical assistance, or for evaluation of programs (especially Title III); and (3) amassing an analysis of data for educational research in such areas as relationships between educational inputs and outputs, analysis of resource allocation, and the effect of teacher qualifications on results.

The State of Michigan launched a program in 1969-70 to use test scores for resource allocation, via a legislative act bearing on reading, math, and vocational education. The program was based on

1) establishing meaningful goals for education and identifying students with learning needs relative to those goals

2) providing information to the State as a basis for resource allocation to help students with those needs

3) providing incentives for school districts to provide the services needed

4) assuring continuous evaluation for program improvement and monitoring spending.

Michigan set aside $24 million of new monies for the program to be allocated on the basis of test results. The choice at first fell on existing norm-referenced tests while the State worked with a commercial publisher to get a "tailor-made" test designed to measure skills of statewide interest. All fourth- and seventh-graders were to take uniformly administered tests so that results could be aggregated by school building, by school district and statewide.

Another issue was the context within which results would be assessed. To provide this context, the State gathered information on district expenditures and size, level of urban development, community characteristics, resources available, student backgrounds, dropout rates, classroom sizes. This data base was meant to make it possible to relate achievement on tests to educational inputs.

The first series of tests was used to allocate the original $24 million to districts with the greatest needs, within the constraints of a formula that provided a fixed sum of $200 for each student who was below the 15th percentile on the test results. The formula was meant to result in spending all the money but no more. At the same time, the money allotted to a given district became an index for that district and was extrapolated to the other grades in the K-12 range as well.

What conditions did the district have to meet in order to receive the money? 1) It had to prepare an instructional plan for meeting student needs 2) It had to prepare an evaluation plan to monitor and report on progress. Then, as long as the district could show evidence of one month's gain every month by its students, the district would keep getting $200 per target student. Three weeks of gain per month was finally accepted as a satisfactory rate of gain for continued funding. A lower rate of gain, however, resulted in a downward pro-rating of funds.

Accusations of manipulation of test results by such means as telling slower learners to stay at home on test days has been one of the problems in the Michigan program. Another problem during its three past years of full operation was a growing dissatisfaction with norm-referenced tests, resulting in plans for their abandonment and in a new measurement approach used this year. This approach is based on minimal competence objectives for third- and sixth-graders, and is meant to identify youngsters who do not meet minimal competence objectives and then allocate monies on that basis.

Why did Michigan change to the new combined approach? One reason was inadequate communication with the public, which could not understand the norm-referenced tests and percentile ranks. People who asked what the 15th percentile meant in terms of skills or knowledge could not get satisfactory answers. Another problem was undue concern over relative rankings of school districts and of children. People did not understand what the rankings meant and were concerned about how much "worse" one district was than another. Still another problem was the accumulating concern of measurement specialists in the State Education Agency that the test items were of "middle difficulty", with few items at either extreme of difficulty to measure what a really slow or really bright learner knows or does not know. The instrument was thus seen as not appropriate for slow learners (reflecting the concerns expressed by Popham above), i.e., for precisely those students at whom the program is directed.

The specialists concluded that lots of "easy" questions were needed instead for the slow learners. As a result, minimal mastery objectives were defined and are now in use as a framework for developing test items for slower learners. This year (1973-74) is in effect, a field test of the use of the combined approach of norm-referenced and criterion tests as the basis for allocating program funds, which have reached the $27 million annual level.

Q. Has any one tried to develop nationwide objectives for criterion testing? Could Michigan's statewide criteria be used nationwide?

A. Regarding nationwide objectives for criterion testing, the answer is no, so you can't begin to deal with cut-off or percentile issues. NAEP has not tried to define national standards either, but has worked rather on "expected" performance standards, e.g., what should a 9-year old know or be able to do, as defined by an expert committee that has not seen our test data. But one interesting possibility is this: if you can say now what a 9-year old can do now, you can plan incremental levels in order to say that, in future years, that former 9-year old should be able to do a little more. You might arrive in this fashion at national incremental standards in the future.

Q. I have a question on timing. We should know not only what the child should be able to do but when he should be able to do it. This would help us discriminate among alternative curricula on the basis of time of effect as well as cumulative effect. This is important for the Follow-Through program, for example, in assessing the timing of the impact of the various Follow-Through approaches.

A. That is an important issue. I can only hope that as we get more refined instruments for measuring progress, we will do a better job of determining when and where progress takes place as a result of program impact.

Q. Won't this emphasis on test results produce a bias in favor of structural approaches that get achievement results relatively fast?

A. We should measure the important outcomes rather than trivial ones. This is expensive to do, which is one reason why assessment techniques are so widely criticized today. These techniques and instruments are the result of a modest financial investment in their development, with the inevitable disappointing results that we are deploring here.

Afternoon Session

Dr. James Guthrie of the University of California at Berkeley described a study he has worked on jointly with staff of the Educational Policy Research Center at Stanford Research Institute, funded by the Office of Planning, Budgeting and Evaluation at the Office of Education. The study attempts to simulate the consequences of using test scores rather than family income as the criterion for resource allocation. Final results of the study (Distribution and Redistribution--A Comparison of Student Test Scores with Family Income Measures as a Federal School Aid Allocation Criterion) are due in January 1974, and should illustrate for seven States 1) what redistribution of funds would take place within a given State, and for thirteen States 2) what redistribution among States would take place? The States whose data are being analyzed have a sufficiently developed statewide testing program for simulation purposes.

A table of California data from the draft report indicates that use of test scores from norm-referenced tests would result in a shift of funds from districts with a relatively higher percentage of poor people to districts with a relatively lower percentage. As the percentile cut-off moves up, this shift accentuates and eventually, at the highest percentile levels, you get closer to distributing monies evenly around the State in proportion to the number of students, i.e., you get closer to the normal distribution of both test scores and students within California. An important implication of this finding is that a floor in allocations would be necessary to protect the large cities if that is a policy goal. This has been done in Michigan, in effect, by the $200 floor mentioned by Schmidt which acts to protect funds going to Detroit. A similar finding from analysis of Michigan data is that the number of eligible students goes down in the poorest districts and goes up in the wealthiest districts as you go up in decile levels of test scores. It was pointed out, however, that for all the tables displayed, the $2000 index for poverty was in use, and that similar calculations need to be done for the $3000 and $4000 levels and for the Orshansky's index. Redistribution of funds will probably not be as dramatic as when the $2000 poverty level is used. There was some question also as to whether 1960 or 1970 census data had been used in calculations.

Looking at interstate shifts of funds, Guthrie noted that more money would go to Southern States and slightly more would also go to New England. What causes the shift of funds to the South? The present Title I distribution formula really does not give the South its full share of funds under the poverty index. The national average of eligibles for Title I funding is 14.5%, but only three Southern States--Kentucky, Louisiana, and Mississippi do have more than 14.5% of their students eligible for Title I participation. Eight other Southern States are below that level. On the other hand, personal income in the United States would yield an average of $17,600 for each student and not one Southern State of the eleven just referred to exceeds that average. In fact, most of them don't even come close. The implications are that the Southern States really are poor, and use of test scores for allocation of resources would begin to redress the imbalance by moving more Title I funds to the South. Once again, the higher you go on percentile cutoffs for funding purposes, the more evenly the money is distributed, confirming the point made in the morning session by Berke on the importance of cutoff points and allocation procedures vis-a-vis the test instruments themselves.

Q. One California table shows that a cutoff at the 18th percentile would result in funds moving from a large city (Los Angeles) to suburban L.A. county. But some of the suburban areas are poorer than the city itself. Aren't your conclusions about shifts in funds distorted by assumptions about the wealth of suburbs?

A. If there is a distortion it would not be a large one, as you would see by further analyzing the data by school district and by ethnicity. We will have to check this out, and we do realize that the suburbs of large cities also contain many poor and low-achieving students.

Q. Have you considered the shifts in funding which might result from use of test instruments other than norm-referenced standardized tests?

A. No, although we know that States are beginning to use criterion-referenced tests that we could analyze in future work.

The rest of the afternoon featured a panel of Dr. Robert Goettel of the Syracuse University Research Corporation, and Drs. Robert Reischauer and Michael Timpane of the Brookings Institution. Goettel began by noting such current issues as the proposal to

As regards danger of manipulation, poverty counts are the least liable to manipulation, but tests are less liable to manipulation than many observers claim. A greater danger than manipulation, as regards tests, would be the possible "enthronement" of tests as a single measure and standard of educational goals.

As regards reliability and stability, poverty seems to be a preferable measure to tests. On still another criterion--State acceptability of the measure--it may well be that some States will not accept poverty because they do not see it as a reliable measure and they do have more confidence in test results. Similarly, in some districts, the option may be either to use tests or to use no measure at all, really, other than guessing.

Timpane sees choosing a test as being, in a sense, choosing a theory of education. We know that different curricula lead to different performances at different times on any given measurement instrument. On the other hand, we know too little about the "topography" of test performance which results from a given curricular approach that reflects a given educational theory. A danger, then, of using tests for resource allocation is that we could get "locked in" to a single test or group of tests and to their assumed theories of education. In effect, it may well be preferable to use test scores as a technique for getting resources for education than for distributing those resources.

To further complicate matters, the nature of tests is changing. Paper-and-pencil tests may be on the way out (as was already indicated by the description of NAEP instruments), and there could well be break-throughs in the State-of-the-art in testing. Any firm commitment made now to tests, especially in national legislation, would prove to be unfortunate indeed.

Regarding the distributive characteristics of testing for resource allocation, Timpane noted the possibility of devising a formula which would result in a distribution of funds similar to what results from using a poverty index. Thus, the pessimistic findings outlined earlier by Guthrie are not inevitable. Furthermore, even though the stability of the relationship between resource allocations by poverty index and resource allocations by test results appears to increase by level (less at the school level, more at the district level, most at the State level), when you introduce incentives to manipulate test data together with the potential for easy manipulation that exists at the district level, you could find a much less stable relationship as a result.

With the exception of the Michigan program described earlier, the States have used test results indirectly and have acted as mediator between test results and the resource-allocation process. States other than Michigan have avoided fixed-formula distribution and have thus forced policy decisions on resource allocation to be based on other criteria. The conclusion is that there is no clear-cut advantage for testing, as regards either efficiency or administrative feasibility, over the criteria and processes for resource allocations which we are already using.

Q. Aren't some of the arguments that we've heard against using tests for resource allocations more shadow than substance? We should be talking more about the problems of the current allocation process based on the poverty index. We should be looking at who is not getting Title I assistance under the current process but should be getting it. We should be asking who and where are the children who need Title I support but do not receive it.

A. These are good questions, and there are others too which we have not been able to address today. For example, we have not looked in detail at the technical problems of testing, especially when children at the lower end of the distribution are concerned.

Q. Aren't your concerns about the development of a "national curriculum" exaggerated? Would it really be bad to have similar mastery goals in a cognitive area for, say, a tenth-grader anywhere in the United States?

A. Judging from the experience of NAEP, at least, it seems very difficult to resolve this issue. The test questions shown to us in NAEP seemed very specific and logical. But if you were using the results to give money out, you would be constraining all areas of the country to move towards common instructional objectives and, then, a common curriculum. Is this an appropriate role for the Federal Government? Perhaps we could agree on this: that the Federal level would create a framework within which the States would make their own decisions. The Federal strategy could be to enhance the ability of the States to choose among a number of options for resource allocation.

Q. I'd like to pursue that point still further. Can we distinguish between a national curriculum and a nationally guaranteed minimum level of skill competency? If so, is it not an appropriate Federal role to provide such a guaranteed minimum level?

A. You can't assume that the resources allocated will, by themselves, automatically produce the basic skill levels desired. Indeed, other approaches, such as income maintenance, may prove to be more effective toward assuring basic skills for children than would any investment in the schools.

Comment

We could have said more about the defects in the present system of resource allocation. For example, let us note the census undercount, especially for minority groups. There are ethnic biases also in AFDC data which aren't being resolved, in spite of Reischauer's optimism about the long-range improvements in AFDC data.

We might also have pointed out that Title I has been growing too slowly as a funding program. One reason for this is that many people see it as a program for "the other guy", for those who have little political clout. If tests were used for resource allocation, as proposed by Congressman Quie, there is every likelihood that the Title I program would build a broad political constituency as the basis for an expanded funding program.

Q. Don't you feel that a major problem connected with the use of test data for resource allocation would be that USOE is simply not staffed and equipped to supervise and administer such a program? The criteria for such a program, based on what we have heard today, seem to me to be even less stable and hard to control than what we have today.

A. My view is that you could get greater stability in the long run with test data than with poverty data, despite grade-to-grade or year-to-year variations. If this is true, again in the long run, it could prove easier for USOE to supervise and administer such a program.

Comment

Whatever the problems of using tests for resource allocation may be, there does seem to be a trend for more and more States to move in that direction. Perhaps another discussion is needed now that we have looked at the advantages and disadvantages of using tests for resource allocation; the focus next time would be on using the best testing and analysis techniques available and avoiding as many pitfalls as possible, assuming that you are, indeed, going to use test scores as the basis for program funding.

--Reported by Edward Glassman
(47 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"THE AMERICAN COLLEGE TESTING PROGRAM"
Iowa City, Iowa
September 13-14, 1973

As part of ESS' focus on major research and evaluation organizations which relate directly to Federal education programs, the national office of the American College Testing Program (ACT) in Iowa City provided a two-day on-site program covering the range of its guidance-oriented assessment and research services. Specific presentations centered on ACT's on-going programs with particular emphasis on:

-The Basic Opportunity Grant Program: How Is It Working?
by S. Shannon Janes

-Student Information: How is it Used and Not Used?
by David S. Crockett

-Career Education: What Do We Know About Career Choice Career Patterns, Career Guidance?
by Dale J. Prediger and John D. Roch

-The Emergency School Aid Act: Basic and Pilot Programs
by Barbara Woodard

-Student Need Analysis: Which Students Need What Kinds of Aid?
by Joe Henry

The American College Testing Program is an independent and non-profit educational organization, best known perhaps for its ACT Assessment Program.

Since its founding in 1959, the ACT Program has provided, however, an increasing number of educational services. Students, secondary schools, post-secondary institutions, scholarship agencies, state systems of education and educational researchers are among its many clients; last year alone over 2½ million students were serviced by ACT. The ACT Assessment Program, for example, is given at some 3,000 test centers in seventy countries and aboard eight ships.

As ACT President Fred Harcleroad explained in his introductory remarks to the ESS group, the national office, opened in 1968, is the focal point for a national and international operation. As with other large organizations, there are divisions such as: program operations, research and development, publication and information services, educational services, and business and finance. A total staff of 300 operates from the national and regional offices. Dr. Kenneth Young directs a special office in Washington.

Among the contractual services and other special educational programs conducted by ACT are medical testing, the new Basic Opportunity Grants (BOGS) program, and a research program which has both post-doctoral and pre-doctoral scholars working with the ACT staff. The ACT data bank has implications as social indicators. Confidentiality of information is stressed, but records about the general financial need and career planning of students are a valuable component of the research program.

The ACT Assessment Program actually consists of three parts:

1. tests of educational development
2. a student profile section, which includes a self-reporting of grades
3. a new interest inventory.

The four academic tests designed to test the student's educational development are English, mathematics, social studies, and natural sciences. ACT's tests emphasize where the student is at that point in his or her learning; ACT judges this information to be helpful in predicting a college freshman's success and an important element in the transition from high school to college.

The colleges which use the results of the ACT Assessment Program, including the student information section, eliminate redundancy in their administrative and recruitment process and gain insight into the educational needs and career interests of individual students. ACT's staff see the assessment program as an instrument in the total guidance process, useful to students and their counselors in precollege planning and to colleges in designing the instructional and extracurricular programs of their applicants.

The new ACT Interest Inventory consists of 90 items of job-related activities. Using a 5-point scale ranging from "dislike very much" to "like very much", students respond to each item on six areas of interest. Six scores are obtained for each student on:

- Social Service
- Business Contact
- Business Detail
- Technical
- Science
- Creative Arts

The scores from the interest inventory are used to provide a normative comparison with other post-secondary bound students.

Another program of major interest to the ESS group was the ACT financial aid program. There are three types of services in this area--the student need analysis, the profile of financial aid applicants, and the management reporting and analysis service. The emphasis by ACT staff was always that financial aid is a part of the total counseling picture. ACT's contract for the Basic Educational Opportunity Grant Program from the U.S. Office of Education was of considerable interest to the group, which wanted to know about the precedures for determining the family financial contribution and progress to date. When we visited ACT, some 275,000 applications had been received, of which 45% were considered eligible and only 11% were rejected for insufficient data. Processing time was averaging 16 days.

In the discussion of student need analysis, many questions centered on the age-old issue of awarding funds to post-secondary institutions through students. Specific questions related to "liquid assets"--what about a family's savings and home ownership?--what influence does this aspect have in a student's choice of a higher vs. a lower cost institution?--what value judgments are made by the student financial officers in deciding how much a family can be expected to contribute from income and net assets? These and other topics related to family contributions dominated the group discussion with no answers to such questions as should there be one financial method of assessing financial need, or a national need assessment model?

Of special interest to many was the ACT Career Planning Program, which is in two parts: (1) a career planning program for students in grades 8-11, to help students explore career options represented by more than 20 job families and (2) the assessment of career development for students in grades 8-11, designed to help counselors obtain information needed to tailor guidance programs to students' needs. A nationwide study of student career development, a major ACT research report, contains an unsurpassed amount of information about the career planning of some 32,000 8th, 9th, and 11th grade students in the 200 participating schools.

--Reported by Juliette Lester
(30 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"THE EDUCATIONAL TECHNOLOGY DEMONSTRATION PROJECT AND THE EDUCATION COMMISSION OF THE STATES, FIELD TRIP TO DENVER, COLORADO"

January 10-12, 1973

EDUCATIONAL TECHNOLOGY PROJECT: ROCKY MOUNTAIN REGIONAL FEDERATION

Governor Jack M. Campbell, former Governor of New Mexico, now Director of the Federation, presented an overview of the Federation and the development of the Educational Technology Project which was proposed at a meeting of the Federation in Salt Lake City several years ago. Discussions of difficulties posed by the mountainous terrain to terrestial communications, resulted in a proposal for the application of satellite technology to provide human services, but remained unfunded. Two years ago, NASA saw a need for some demonstration projects for its ATS satellite series. HEW became interested in funding the development of software components and subsequently requested a proposal, and the Federation responded.

According to Governor Campbell, the most unique aspects of the project are:

> It is a time- and budget-limited project;
>
> Although regional in scope, the project has national policy implications;
>
> It is a user-based project with users input solicited;
>
> The project is unique in requiring development of a new system of management for the application of hard technology to social problems;
>
> The project can be evaluated continuously in planning and implementation stages.

The Federation did not expect continuous funding by the Federal Government; however, due to the magnitude of the satellite project, Federal start-up funds were needed. Funding for planning was $800,000 ($500,000 from OE). $15,000,000 has been allocated for the developmental and operational phases in fiscal 1973, 1974, and 1975. The hardware components, under a separate contract, cost approximately $750,000. A great deal of effort is being made to encourage the participation of the private sector.

The next portion of the program was devoted to a rather technical presentation of the technological systems hardware components, by Gordon Laws. Two major technological innovations have been the development of a $250, 10 foot "dish" to receive signals from the satellite and a small signal converter which will fit on top of a television set. The number of receiving sites has not been finally determined due to fluctuations in budget. However, approximately 150 sites with three different kinds of technological configurations are being considered.

Fred Ebrahimi and Lou Bransford next discussed plans for utilization, emphasizing the "user-based" nature of the project. Each state has a coordinator and two research people for the project. In addition, a site coordinator has been assigned to every location which will have a dish and a converter. This coordinator will not only provide intensive support but will continually be collecting information about the extent of utilization to the planners and coordinators at the state level and in Denver.

Discussion of the actual educational components of the project was limited. The project will attempt to serve the diverse constituency of the Rocky Mountain area, including rural and urban residents, and all ethnic and racial groups in the area. A needs assessment has been conducted to determine what the major focus of the two programs should be for the various population groups, geographically and ethnically. The results of the assessments are being examined to determine final program objectives. Fifty hours of programming are planned to be broadcast in 50-minute segments over an 11-month period. These will be re-broadcast at different times.

The early childhood programming will be aimed at four major audiences: parents, people in home day-care centers, staff in center-based programs, and staff working with young children after hours. Competence-based, rather than knowledge-based, training and information will be stressed.

The focus of the career development program will be on training in attitude development and skills analysis, providing information for decision-making, information for job categories, transfer skills, and the ladder concept. The programming will be aimed at the student of adolescent age level who is at the point of making some choices in his life about the courses he will be taking in high school and the final shape of his career. A major secondary audience will be parents, teachers, counselors, and employers.

A concluding round table discussion led by Mike Annison was most useful in summarizing the basic issues. Mike emphasized that cost effectiveness is not, and will not be, the sole measure of the project. More important measures for success will be system and program effectiveness. Three major issues which he felt would be important for future educational planning are: first, the impact that the project will have on public policy in education. The project is the first of its kind to use a complete technologically-based educational system. The results of the project should provide information which will guide policy-makers and give some indication of the way in which education dollars should be allocated.

Second, the project utilizes a different kind of delivery system. A regional organization provides management and coordination among 14 major agencies. If this project is a success, it will be an indication that such an inter-state organization can be successful in coordinating efforts among Federal, State and local levels.

Third, the Project will be important as an attempt to develop cooperative mechanisms between the public and private (profit and non-profit) sectors in the educational community.

During the past year the Project seems to have made enormous progress. Its managers seem to be dealing successfully with the complexities presented by a multiplicity of Federal agencies, State and local governments and private and university contractors who are helping develop the Project. The Federation staff has received help in shaping their objectives and structuring formative evaluation from an Assistant Secretary for Planning and Evaluation/Office of Education planning and evaluation grant. Two people from Stanford University are in residence at the Federation headquarters, and their impact seems to have been considerable in overall planning, conceptualization, and developing formative evaluation. Additional members with special skills have also been added to the staff.

During the time which elapsed between the submission of the initial plan and the present time, there have been several major changes in program design. The focus of the early childhood project has been redirected from having young children themselves as the target audience to reaching people who work with young children. This change in emphasis is based upon research such as Headstart Variation studies which indicate that the contacts a child makes and the type of relationship that he has at home are the most important factors in child development.

In addition, some realistic decisions have been made. The problems of finding software, i.e., programming seemed almost insurmountable, but it now appears that the Project will make a significant contribution to existing software by creating its own.

I had an opportunity, on Friday afternoon to meet with the Career Development staff and to talk with some of the people who are conceptualizing and writing the program modules. I was particularly interested in the portions of the programming which are aimed at ego development and cognitive style rather than straight information transferral.

There were times about a year ago when many at HEW had doubts that the satellite project would ever reach the "all systems go" stage. Today, there is an atmosphere of excitement in Denver which is contagious. At the present time the project appears to be progressing well.

A DAY AND A HALF AT THE EDUCATIONAL COMMISSION OF THE STATES (ECS)

On Thursday afternoon Wendell Pierce, Executive Director of ECS, presented, in some detail, a history of the formation of ECS, an overview of its organizational structure, and current projects of the Commission. Afterwards, our ESS group was free to walk through the ECS offices and to speak in detail with the staff and project directors. I spoke with Sally Allen, Director of the Early Childhood Project (being managed by ECS for the Rocky Mountain Regional Commission Technology Project).

ESS participants' questions concerning the Commission centered on the nature of the funding, the composition of membership, and its impact on national educational policy.

Each member state contributes from $7,500 to $22,000 a year to support the Commission -- the exact amount depending on its wealth and population. Some funds come from foundations. However, the bulk of the yearly budget of $6.5 to $7.0 million for 1973 comes from Federal grants and contracts.

Only seven states do not belong to ECS: Mississippi, Georgia, Iowa, South Dakota, Arizona, Montana, and Nevada. Reasons for non-participation vary from disapproval of ECS positions to particular problems in securing ratification by the state legislature.

The range of activities in which ECS is involved is surprisingly large. The Executive Director manages the day-to-day and project activities of ECS which include elementary and secondary services, research services, data processing services, administration services, public relations and communication, higher education services, legal counsel, and state/federal relations.

Pierce listed some of the major projects which are going on in each of the major areas. For example, in elementary and secondary education, the National Assessment is being conducted; there are early childhood projects, handicapped projects, and a consumer education project. In higher education there is a project in governance, some work is being done on new institutions, and residency requirements are being considered. In research, much work is being done on educational financing and the implications of the Serrano case.

The original purpose of ECS was threefold: 1) to help the states improve education; 2) to present the state viewpoint in relation to Federal Government; and 3) to suggest policy alternatives to the states. In response to questions about how successful ECS has been, Pierce listed the following areas in which he believes the organization has had great impact -- 1) changing the concept of the role of the states; 2) enabling them to realize their full policy-making potential; 3) alerting and educating Governors and state legislatures; 4) allowing people at the local level to deal with educational controversies on the basis of facts and information rather than emotion; 5) presenting the sentiments of the states to Congress and to the Executive Branch; 6) having an impact on decisions made nationally. Pierce feels that ECS was having some national impact and a great deal of incremental effect through state activities is counted.

On Friday, the National Assessment, the Early Childhood, and the Education of the Handicapped programs of ECS were discussed in detail. Stanley Ahman, Director of the National Assessment program described progress made on the National Assessment.

When ESS received its first briefing on the subject in the spring of 1969, much was still in the planning stage. Now tests have been given in four of the 10 subject areas, and more information is available.

Dr. Ahman showed a short filmstrip which explained the assessment in laymen's terms. He then made an excellent differentiation between the National Assessment, aptitude testing and achievement testing. Aptitude testing measures developed abilities and can be utilized to predict what one is able to do in the future. Achievement is a measurement of what one person can do measured against what every other person at that age level can actually do. The Assessment, rather than predicting what people can do or comparing one person's achievement versus the achievement of all the other people in the country, gathered information about what facts and attitudes are prevalent among various age groups. Each test goes through several stages of development and field validation. Before each test is written, teachers and professionals are consulted so that consensus objectives and goals can be stated and reached. Dr. Ahman indicated, for example, that in the citizenship area some of the goals of the National Assessment were to measure (in the cognitive area) knowledge, of, structure, and function of government and (in the affective areas) to measure concern for the welfare and dignity of others, the respect for the family, freedom of speech, and law and order.

Sally Allen, Director of the Early Childhood project, briefly discussed some of her projects. In addition to working with the Rocky Mountain Regional Federation, a study of Colorado migrants is being conducted. A technical consulting service provides to Governors and state legislatures information dissemination and assistance for drafting legislation at the state level.

Gene Hensley discussed the Education of the Handicapped project, totally funded by the Bureau of Education for the Handicapped, which has a predominantly state focus. ECS is concerned with educational financing for the handicapped, architectural changes to meet the special needs of the handicapped, rights of the handicapped, and development of model legislation. A filmstrip about handicapped education -- its progress and problems -- was shown. It was developed so as to be understandable to those with hearing problems as well as the blind.

AN EVENING WITH MAURICE MITCHELL

Maurice Mitchell, the engaging and plain-speaking Chancellor of the University of Denver, discussed the problems facing education in general, and higher education in particular, during the next few decades. An educator, owner of a cable television company, and a member of the U. S. Civil Rights Commission, he is in a unique position to affect policy. His pithy hard-hitting and entertaining remarks often hit home.

Chancellor Mitchell noted that education, as well as civil rights, has in the past few years moved from a place at the top of the agenda of the country to a much lower place. Consequently, there is a need to raise the public interest level. The Chancellor does not feel that schools and education can be viewed outside the total perspective of social problems. For example, the changing habits of young people (different lifestyle, different goals and motivations) must be taken into consideration in determining educational policy. Many new problems now confront universities as a result of these changes. For example: an adversary relationship has grown up between the student and school; there are added expenses of providing an education brought about by the need for supplemental services for the student. These service requirements range from riot insurance to psychiatrists and counselors. These services were never considered essential 20 or 30 years ago.

A different type of person is attending schools of higher education. Mitchell cited lower SAT scores as an indication that perhaps the educational system as a whole is breaking down. (It might be noted that during an ESS trip to ETS, lower SAT scores were attributed to the fact that increased numbers of minority groups were taking the tests. When scores of middle class whites were extrapolated, they were, in fact, higher than in previous years.)

Another problem cited by Mitchell was the probable contraction of enrollment in private institutions of higher learning due to lowering of the population growth rates and increased costs at those institutions. He also discussed the teacher surplus, and suggested that private universities might not be appropriate for training people for public education.

In the view of the Chancellor, technological and other innovations in the schools seem to have been a disaster. Only 1% of the classrooms in the United States have any technological innovations at all; revenue sharing would not be an answer to this problem. Perhaps Mitchell's most telling argument was his assertion that although there has been some systems innovation there has been no effort to put all these efforts together and create a university without walls, open university, or an Illich "de-schooled" society.

Mitchell feels strongly that no one fully understands what the current critics of education are saying. He feels there is no national leadership in education which is considering policy alternatives, trying to make decisions for the future to create a more equitable educational system, taking into account the rights of students and teachers.

Mitchell concluded on a slightly more optimistic note by indicating that, in his experience, changes could be made if constructive alternatives were provided. However, with some irony, he noted that the many innovations disappear when grants funding the innovation expire

--Reported by Mary Moore Hoag
(28 Participants)

EDUCATIONAL STAFF SEMINAR REPORT

"Educational Research: Ongoing Projects at the Rand Corporation and the Southwest Regional Laboratory for Educational Research and Development"

August 8-10, 1973

The ESS visit to the Rand Corporation opened with an overview of the organization's history. Don Rice, President of the Corporation, explained that Rand is entirely financed by government (mostly Federal) and foundation funds. The Corporation's major emphasis is on applied research dealing with the problems of public policy development. Rand's activities are split about 50-50 between its national security and domestic programs divisions. About 500 professionals, assisted by a cadre of consultants, staff the Rand enterprise.

Three-quarters of Rand's research output is unclassified and in the public domain; this percentage has grown steadily since the founding five years ago of Rand's domestic program. The domestic division includes not only staff based in Santa Monica but Washington staff and a staff working out of the New York City--Rand Institute. The latter is a joint venture sponsored by Rand and the City of New York to work on metropolitan problems.

Rand's domestic programs as arrayed by Gus Shubert, Vice President of the Domestic Division, are as follows:

1. Education and human resources studies;
2. Study of communications policy at the Federal, State and local level (emphasis on the impact of new technology);
3. Health sciences studies (including population studies);
4. Transportation and environmental studies;
5. Housing studies (emphasis on the HUD housing allowance experiment);

6. Energy studies (including regulatory policy and an analysis of conservation measures as well as a detailed study of California's energy problems);

7. Urban policy/problem studies; and

8. Other narrower areas of investigation such as studies of the criminal system and privacy in the computer age.

Within these broad areas of activity Rand is conducting several projects of special note. In education, this includes the evaluation of the Alum Rock voucher demonstration; in health, a health insurance experiment; and in housing, the HUD study which is looking at the impact of housing allowances on the supply/demand issues in housing. The New York City-Rand Institute also falls into the category of a Rand "special" project. It is described as a "front line operation" in which Rand staff work closely with the city's elected officials and employees in an attempt to resolve some of the key problems confronting New York City. Other "special" studies ongoing at Rand are an OEO-funded look at equity in the delivery of municipal services and an NSF supported project determining Federal research needs in the area of fire.

The budget of Rand's domestic division is in the range of $12-14 million a year. This volume divides into 80% of funds attributable to contracts and 20% to grants. Rand responds to some RFP's but does not bid on those judged primarily on a price-competitive basis. Rand officals acknowledged that tightened Federal procedures regarding sole source procurement have had a substantial impact on the Corporation's ability to obtain funds for its priority projects.

John Pincus, head of Rand's Education and Human Resources Program, outlined the major projects underway in his program. A staff of 40 professionals is split into two components reviewing issues in education and human resources respectively. The education staff's work centers on six basic topics:

1. Evaluation of experimental or innovative programs;

2. Improving resource use effectiveness in schools;

3. Basic research on school effectiveness;

4. Educational R&D policy;

5. School finance policy; and

6. Educational technology.

Human Resources projects deal with four principal issue areas:

1. Structure of the labor market;
2. National policy and low-income workers;
3. Economics of racial discrimination; and
4. Evaluation of manpower programs.

Pincus identified two new research areas which he expects will become increasingly more important to Rand: early childhood and out-of-school learning. The latter includes a look at new dimensions for adult and higher education.

Presentations and discussion sessions on the afternoon of August 8 included groups dealing with Admissible Probability Testing, Teacher Supply and Demand, and Programs for Handicapped Youth. The session on testing was centered on a demonstration of a new method of responding to tests rather than to the substance of them. Rand researchers Emil Shuford and Tom Brown have developed a system of "admissible probability testing" which gives a student credit for partial knowledge he may have of a subject. This is done by having the student answer questions by indicating on a triangular "answer area" which of three possible answers he feels is closest to accurate. His score is then calculated by a mathematical formula which takes into account how well the student used the information available to him. Shuford and Brown led several ESS'ers through different tests which have been put on their computer model. The benefits of admissible probability testing are many, but perhaps the most obvious is that by using such a system a teacher can find out a great deal more about the state of her student's knowledge than she can by administering any of the more conventional tests.

The session on Teacher Supply and Demand was focused on the research project in this area soon to be completed by Stephen Carroll. Carroll's primary finding is that NEA projections for a continued oversupply of teachers are highly inaccurate. His findings are based on a thoroughgoing analysis of student career preferences as indicated over the past years on the ACE Freshmen Survey. This analysis supports his contention that the number of students preparing to teach has dropped dramatically in recent years. Coupled with this are Carroll's conclusions that NEA is to be faulted for double-counting when it determines the size of the existing teacher pool and that population trends may well produce a larger number of school age children in the 1980's than are now predicted. Carroll's projection is that there may be a serious teacher shortage by the 1980's.

Rand's review of "Programs for Handicapped Youth" was explained as the first comprehensive look at existing Federally-funded programs in this area. It is expected that the data base accumulated by Rand under the project and the clear-cut evidence of the problems caused by narrow, yet overlapping programs will be of great significance to those making policy decisions on the future Federal role in the provision of services to the handicapped.

The program on August 9th began with a review of Rand's work to develop an Agenda for Education R&D, under the sponsorship of the Carnegie Corporation. Roger Levien described his approach to agenda development, which distinguishes among research, development and implementation activities in each of five, age-determined educational subsystems: early childhood, childhood, adolescence, youth, and adult. The next topic was an overview of the Alum Rock project given by John Pincus. Rand is the outside evaluator for this voucher demonstration. Pincus outlined the "hoped for outcomes" of the project to be as follows: increased parental satisfaction with the school system; improvements in student achievement; public and private school innovation; and program diversity and responsiveness. Rand's evaluation of the first year of the project dealt with the 4000 children (out of a possible 25,000) involved in the voucher demonstration. Because of an agreement between the Alum Rock School District and the NIE, there will be no announcement of Rand's evaluative findings until the Spring of 1974 -- when the project will be ending its second year.

Rand is researching the implications of the Serrano vs. Priest decision for the Ford Foundation. Arthur Alexander, head of this project, described his research focus as being on the question of "is the taxpayer revolting?". His research indicates that fewer bond measures are passing now than in the previous decade. The evidence, Alexander explained, is less clear regarding passage of tax increases. Alexander stated that the local expenditure per child in California is very closely related to the assessed value per child. His preliminary evidence suggests to Alexander that there is no taxpayer revolt in California.

Rand has recently begun a school desegregation study for the United States Commission on Civil Rights. The $150,000 project, which is due to be finished by April 1, 1974, is the design phase of a major research project. David Armor is among the professional staff people Rand has engaged to work on the school desegregation project which will compare different processes of integration. Rand expects the project will ultimately look into the effects of more or less busing, heavy vs. light community involvement, etc. Basic research on what desegregation means needs to be done and experimental designs will have to be simulated. Speculation on what will happen to the school desegregation project once the design phase is finished includes Rand's prediction that the Federal government, perhaps via a special Congressional appropriation, will support the implementation of projects coming out of the design. Robert Crain, director of the project, stated that he feels it is essential to retest James Coleman's findings, looking at social and economic vs. racial integration.

Rand has also just begun an HEW-funded project looking at the effectiveness of Federal education programs as "change agents." This $780,000 undertaking will review Title III and VII of ESEA, Part D of VEA, and the Right to Read program. The objectives of the project are to determine the persistence, dissemination and quality of educational innovations originally supported under the subject programs. Factors to be considered are the Federal and State policies impacting on the operation of these programs, the elements of innovation and their complexities, and the demographic and organizational characteristics of districts where innovation has been attempted. The methodology to be employed in this study includes administration of survey questionnaires at 225 project sites, and subsequent intensive field work at 35 of those sites. (The survey data collection will be done under a subcontract with the National Opinion Research Center).

Rand's ongoing projects are not limited to issues in the area of elementary and secondary education. The Corporation recently mounted, under the direction of Steve Carroll, a Higher Education Choice Model project. This project, funded by NSF through its RANN program (Research Applied to National Needs) will construct a model designed to help the State of Florida make policy decisions which are accurately related to the projected needs of Floridians seeking higher education. Rand's Mid-Career Education project, also funded by NSF, will design a pilot program to meet the needs of the 35-50-year old age group. The project, based almost entirely on literature, etc. currently available, is focused on emerging patterns of skill demands.

During the wrap-up session at Rand, debate centered on the need to channel limited dollars to research work on immediate needs vs. directing funds to long-term research activities. No conclusions were reached other than a general agreement that there is a definite lack of ability at the national level to pinpoint in advance questions that must be answered if policy is to be formulated in a rational manner. The group agreed that more attention must be paid to more effective ways of disseminating the results of good research studies to policy-makers. ESS participants directed this conclusion at Rand officials and urged them to do a better public relations job with the people to whom they are giving information.*

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*Two additional reports on the ESS visit to Rand follow this paper.

August 10th was spent at the Southwest Regional Laboratory for Educational Research and Development. Funded originally by U.S.O.E. and now by NIE, SWRL's main activity is programmatic research and development to create comprehensive new instructional programs for school use. SWRL was created in 1966 under a joint agreement between the State Boards of Education of Arizona, California and Nevada.

A major portion of our visit was spent inspecting the new facilities of SWRL at Los Alamitos and the results of SWRL's nearly six years of work on product, system and program development. The SWRL building houses the latest educational R&D equipment, including computer television, simulation and learning laboratory facilities.

Approximately 200 full-time staff work at SWRL; these people represent all relevant areas of professional education as well as such support skills as those offered by artists, writers, and telecommunication specialists.

Concerning SWRL products, ESS participants were given the opportunity to look over the SWRL Kindergarten Reading Program, cited as an example of SWRL's achievements. This program is designed to teach instructional concepts required for school success and to teach beginning reading skills. It is now being published by Ginn and Company and installed in classrooms across the country. Other products presented were instructional programs produced by SWRL for the Spanish-speaking child, for speech handicapped children, and for research staff. Products currently being developed include curricula for music and the arts and preschool and vocational education.

The major issue raised in a discussion by ESS participants with officials of SWRL was the advisability of turning over the product outcomes of Federally-supported research and developments to the private sector. There was considerable disagreement over the marketing of the Kindergarten Program by Ginn, the major objection being that tax dollars in effect support private profit-making.

--Reported by Judith A. Pitney
(27 participants)

Wednesday, August 8 - "Teacher Supply and Demand", by Stephen Carroll

(The study discussed was initially funded by the Office of Education's EPDA program in FY 1972 with National Center for Educational Statistics funding for FY 1973/74. The final report is expected in early September, 1973.)

Mr. Carroll opened his remarks with a discussion of existing projections of teacher supply through 1980. He demonstrated the lack of agreement among these projections and highlighted some of the assumptions inherent in them, concluding that the projections were inaccurate, misleading, and inappropriate for policy decisions. The shortcomings in existing projections are compounded by inadequate definitions of "teacher". The only data describing "teacher" is from an NEA survey which identifies college graduates "eligible" for certification in the state from which they received a degree. This definition does not consider those who do not intend to teach (estimated by Carroll at 28% of those "eligible") nor does the definition distinguish between AB and MA recipients, the latter already having been "eligible" and thus double counted.

Mr. Carroll reviewed the results of an American Council on Education questionnaire which asks entering college freshmen what they intend to do upon graduation. The highest response rate indicating an interest in teaching at either the elementary or secondary level occurred in 1968. The period 1968-69 can be considered as the emergence of the "teacher surplus". The trend from 1968 to 1972 is markedly downward, demonstrating an economic awareness on the part of freshmen, and a reluctance to enter teaching.

Using alternative data sources for a different set of projections, Mr Carroll concludes that, contrary to popular belief, there will not be a teacher surplus in 1980. He further foresees the distinct possibility of a critical teacher shortage. Implicit in these conclusions is the frequently made assumption that it is necessary to strike a balance between supply and demand and that Federal policy should be neutral in this respect. Mr. Carroll questions this assumption and argues that there should be explicit discussion regarding the appropriateness and consequences of a Federal role to encourage either a surplus or shortage of teachers as opposed to attempting to maintain a balance between supply and demand.

--Reported by Charles E. Hansen
(27 participants)

RAND CORPORATION SITE VISIT

August 9, 1973

Roger Levien: An Agenda for Educational R & D

This project, currently underway, aims to develop the concept of an overall educational research and development program and to generate a process for thinking about educational R & D. This will fill the existing educational research and development void in which the educational research community disregards the entire scope in favor of a fragmented approach where each specialist indulges primarily in his own area of focus.

Supported by a Carnegie Corporation grant, the Agenda will be completed in book form in late fall, 1973, and will:

"1) provide one comprehensive, coherent picture of what an effective Educational R & D system should be doing;

2) provide Congress, Executive, foundations, school officials, R & D personnel, and the public with a view of what might be achieved, stimulate discussion of alternatives.

3) Thereby help gain support, solicit expression of educational needs, attract good R & D personnel.

4) Demonstrate a method of planning educational R & D."

Levien divides R & D activity into:

-research, which increases knowledge and results in science

-development, which produces innovations and results in technology (new operational products, including new human ways of doing things and new institutions)

-implementation, which introduces innovations and results in practice.

Specific tasks within these categories can stem from either the R & D system itself or from the needs of the educational system. Levien characterized the RAND project, however, as an "illegitimate" undertaking since it involved an agent of the R & D system developing an agenda to meet the need of the educational system. (The R & D needs of the educational system should really be determined through the active participation of participants and users of that system. This was impossible for Rand to accomplish because of limited resources.)

The process of agenda design, as approached in this project, involves four steps:

First, the "arbitrary" division of the educational system into five subsystems according to age, ranging from early childhood through adult, and the determination, through a research of available literature, of a) the social goals and current needs of each subsystem, b) the current status and evolution of the educational system and c) problems and opportunities in the operation and improvement of these subsystems. The result of this step is a matrix which indicates priority areas for research as well as areas where sufficient information is lacking even to make an evaluation.

Second, a "menu" of proposed research, development, and implementation activities is devised, drawing on the advice of a variety of groups and individuals, and the cost (research requirements), technical feasibility and implementability of each is estimated.

Third, this "menu" is subjected to a priority analysis by comparing it with the needs of each educational subsystem (step one); and

Fourth, and beyond the scope of this project, an actual selection of R & D activities will be made. Activities chosen will not only have to meet research, technical and implementability restraints but will have to take into account the "political" preferences of education, research and development, government and other groups.

Q. Will the project at least give those making step four decisions some hints as to where research and development efforts should be placed?

A. The project isn't at this stage yet. NIE, while it isn't waiting, will have to decide whether this process is feasible. The "Hill" doesn't decide on individual projects; it makes a whole budget.

Q. Isn't implementation really the biggest problem; isn't this where the system breaks down?

A. All three -- research, development, and implementation -- are weak and need work and need to be balanced.

Q. Is implementation the most expensive?

A. No, development is, if done well. However, if many implementation projects like the $4 million Dallas pilot school effort were undertaken, then implementation costs could outstrip development.

Q. Will the project provide any estimates of relative "pay off" to estimated costs of proposed research?

A. No. Priorities will be indicated and these will point toward the nature of the outcome of various activities.

Q. How will R & D priorities actually be set -- from the educational or research community?

A. We're not ready to say.

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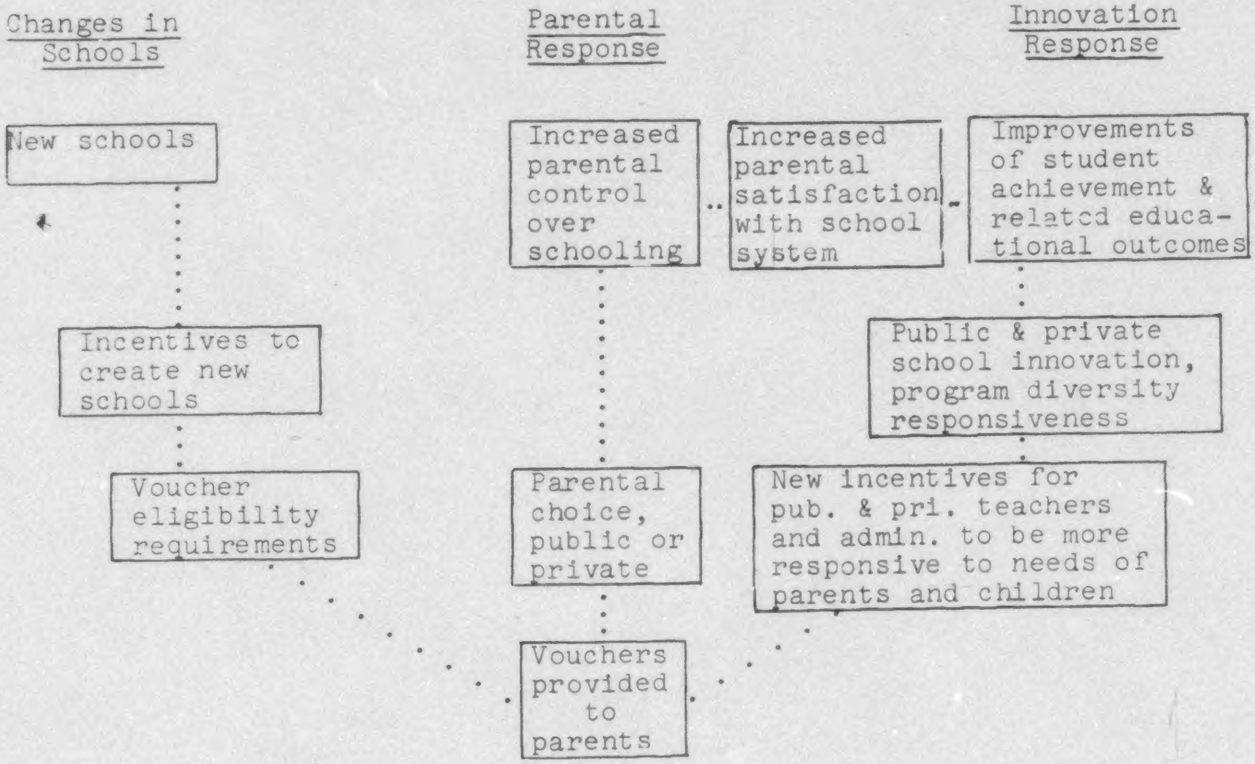
John Pincus: Educational Vouchers

The Voucher concept has generated a great deal of debate and controversy over the pro's and con's of this organization of the educational system. Therefore, in order to make a fair evaluation of the effects of a voucher system, you must have a theory or model against which observations of the system can be compared. Pincus' model of the assumed cause and effect relationship in EEVD:

Model: Cause and Effect Relationship of
Experimental Educational Voucher Demonstration


Changes in Schools
Parental Response
Innovation Response
New schools
Increased parental control over schooling
Increased parental satisfaction with school system
Improvements of student achievement & related educational outcomes
Incentives to create new schools
Public & private school innovation, program diversity responsiveness
Voucher eligibility requirements
Parental choice, public or private
New incentives for pub. & pri. teachers and admin. to be more responsive to needs of parents and children
Vouchers provided to parents

The NIE-sponsored Alum Rock experiment involves in the first year (1972-73) six schools which house some 4000 children in 22 mini-schools, and in the second year, thirteen schools with 44 mini-schools and 9000 children.

The RAND evaluation effort is directed at answering the question, "What are the public and private interests in vouchers and are they reconcilable?"

- should parents have a larger voice in schools?
- how can new schools be created and diversity be encouraged?
- should there be public support for private and parochial schools?
- should incentives be "market" or traditional?
- are vouchers the necessary and sufficient ways to meet the above?

Political and social, educational and achievement, and cost data are being collected by RAND. Specific data collection efforts include analysis of record data, including attendance and transfers, public opinion surveying (conducted by the Field poll), interviews with local policymakers, site observation, and achievement and non-cognitive testing of students.

Although a great deal of data has been collected, no definitive results are available and in any event, under the terms of the contract, can't be announced until Fall, 1974. Some findings thus far, however, are that:

- Spanish-speaking parents knew less about the experiment than Anglos.
- all parents were quite satisfied with education in Alum Rock (before the vouchers) and with the vouchers.
- although teachers were generally favorable to the experiment in the fall of 1973 (50% approved), some 40% thought it would be better for others than for themselves.
- during the first year, parents could change their children's schools from September through January, and only 7% made such changes. Advance changes for the second year were to have been requested before May, 1973 and a much larger proportion of changes were requested. (Note: Each parent received his child's test score, but no inter-school score comparisons were made available to parents.)

During the first year, the principals of the six participating schools cooperated with one another so that there were few noticeable differences among any of their schools. Within each school, however, an esprit de corps developed in each mini-school, and it was on this level that the real competition occurred. With the total of schools reaching 13 in the second year, it may be that 1) more inter-school competition will occur and a wider range of alternatives will emerge, and 2) parents will be more familiar with the voucher system and feel more control over their educational system.

Although not all the Alum Rock schools will be involved, it was decided not to provide for a control group of schools, parents or students in the experiment which, according to Pincus, would give a pseudo-scientific aura.

Q. and A.:

-Title I schools have less incentive to become involved in the voucher since their Title I payments would slip to only the difference between the voucher and the Title I payment.

-no significant readjustment of student attendance patterns according to ethnic groups has been observed.

-only one of the six schools in the first year felt a financial loss, but since enough funds follow each student via his voucher, this loss was not enough to threaten the school's existence. Some mini-schools, however, have been sufficiently unpopular, that they have been discontinued. The implicit point here is that the essential choice was not among schools, since all offered a near identical range of choices, but among mini-schools.

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Polly Carpenter: Educational Uses of Cable Television

This discussion was opened with the statement that Rand was using the systems approach to implementation of cable television in education.

Then followed a discussion of Carpenter's findings:

The FCC regulations governing the franchise arrangements between cablecasters and state or local governments call for setting aside three channels as follows: one for government use independent of the cable company; and one for education and one for public access, both controlled by the cable company. The NEA would have preferred to see 20% of cable stations dedicated to educational use -- as in FM radio -- but the FCC decided that educational exploitation of radio and anticipated educational exploitation of cable TV did not warrant such a large portion. However, if any local community wants to require that more than one station be set aside for educational purposes, it can do so.

Total community saturation with cable TV is unlikely. High cost of subscription is one factor. A 20-30% penetration is typical.

Advantages of Cable TV for educators:

- -multiple channels -- can focus on special needs, more responsive programming, with or without 2-way capability, is possible.
- -fosters school-home-community interactions
- -privacy and two-way communications increase applicability and flexibility
- -all below cost of a dedicated system

Why use TV in education:

- -increased accessibility - open university
- -added services
- -improved quality
- -decreased unit cost

Barriers to the use of TV in education:

Programming:	poor quality, irrelevance, poor retrieval
Utilization:	defective reception systems, negligible teacher involvement, miniscule evaluation and feed back.

Danger:

- -educational community will shilly-shally without taking advantage of possibilities offered by cable TV
- -commercial interests will make extra channels highly profitable and cablecasters will not want to relinquish them to education

-FCC will decide that even the free educational channel has not been put to good use.

Suggestions:

Programming:	support production, provide retrieval services, evaluate existing programming
Utilization:	assist schools in planning, conduct teacher training, demonstrate feedback procedures.

Overall conculsion: Although cable television offers many important advantages to education, the chances are strong that the educational system will miss out on the opportunity to use this medium.

Description of New Projects

School Desegregation Study: Robert Crain

This project, undertaken for the U. S. Commission on Civil Rights, is a one-year planning effort for a major study of school desegregation -- that the design phase would take an entire year indicates the anticipated magnitude of the study.

In the study, the school will be considered as a socializing agent with many responsibilities. Some of the questions that will be asked include: What does a desegregated school do to children's racial attitudes; how does desegregation affect society; does it ease or exacerbate friction; what is the best way to accomplish desegregation, the best speed, the best process. Coleman data will be retested. In response to a question about the role of economic and social status as important factors distinct from race, Crain replied that this can be argued and will be considered in the development of the design. Basic research will be undertaken to discover what desegregation does do and what it should do.

The methodology of the project will account for self-selection, and will include a longitudinal design. A research advisory committee will work with the Commission, NIE, HEW & NSF's RANN Division.

The result of the Rand design will be turned into a series of RFP's over a number of years.

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Change Agent Study: Gail Bass

This study will look at a number of Federal programs which attempt to foster change in education: Title III, ESEA (the largest program to be examined), Title VII (bilingual education), Part D, Voc. Ed. Act (innovative and exemplary vocational educational programs), and the Right to Read Program.

The project will cost $780,000, one-third of which will be used for surveying by the National Opinion Research Center of people at many levels of education and administration.

The goal: to find out how to make programs more effective, i.e. how to make innovation more lasting, how to disseminate innovation to other schools and to describe patterns that indicate what kinds of programs have a good chance of bringing about change.

Factors to be considered: Federal policies -- length and amount of funding, latitude for local people to design the innovations; state policies; difference between Federal- and State-made grants in Title III, whether the lack of a Right to Read statute has made a difference; demographic & organizational characteristics of districts where dissemination is taking place; the nature of the innovation itself -- how complex, previous experience, number of people involved.

Higher Education Choice Model: Stephen Carroll

This project is designed to help States develop policies for higher education: should there be new institutions, and if so, where; should existing institutions be terminated; should institutions change their status, for example, from two-year to four-year; appropriate use of State financial aid; influence of Federal government programs. States need to know how different options will influence college enrollment and attendance patterns. Therefore, the project will look at factors that affect student choice: test scores, campus life, student characteristics such as socio-economic status, sex, race, and the interaction between student and college characteristics. The emphasis will be on how groups of students select groups of colleges and their attributes, rather than on providing the students, their counsellors, or the colleges with data that would help them make their selections and recommendations.

A pilot study will be launched in Florida. A two-month introductory project leading to model development will take place. Project is funded by NSF/Research Applied to National Needs.

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Mid-career Education: Tony Pascal

This project will study 1) manpower skills demands and 2) job dissatisfaction and career aspiration as they pertain to mid-career education of the 30-50 year old group. Included will be disadvantaged, blue collar workers, housewives, and professionals who are dissatisfied, military retirees, prison-occupational training.

The project will develop a program design, evaluation issues and experimental issues, relying on the small, thin literature of published writings. A small amount of original research will supplement this.

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Affirmative Action: Velma Thompson

This will be a two-year study based on a search of the literature. It will examine which laws have proved effective and which ineffective in fostering affirmative action and what constraints exist. Relevant organizations will also be studied -- the EEOC, the Civil Service, and firms which have increased their proportion of women. Certain "statistical outliers" which show significant progress will be examined to determine what practices lead to success.

Final wrap-up Session

Rand spokesmen opened this final session by re-emphasizing the newness of Rand's domestic activities -- only four to five years old -- and the need for, and difficulty of, developing the necessary intellectual capital required for such activities. Rand's willingness to testify before Congress on areas in which its staff have special competence and its availability to Federal agencies were reiterated.

Areas being overlooked which, according to Rand, need work in the future are the linkage between the world of work and education, early childhood, and bureaucratic behavior.

ESS participants stressed the need for RAND to develop more "PR" for its activities with the people its work is aimed at and to get its materials into more general circulation. Rand responded that as a non-profit organization, it is easier for them to respond when asked. Other suggestions included: need to get Rand materials into the Library of Congress staff and the Library's distribution system to Congressional staff, need more Rand-Congress contacts, need more face-to-face contact in general since there is already such a deluge of unread paper, and a need for assessment of the policy implications of Rand findings. In general, the group felt that the missing step was between the Rand studies and the policy-decision level.

In response to an ESS question as to the extent to which Rand initiates domestic research on its own to explore areas which it sees as important, Rand replied that it does try to do some of this with its own funds, but that in the domestic area almost all of its work is done in response to government initiatives. The reputation for this kind of self-initiated basic research was developed when Rand's $10-15 million came from the Defense Department with relatively few strings attached. As an organization new in the domestic policy field, moreover, it initially felt that it might be better to work on specific projects in the beginning, but now when it is possible to look at the forest as well as the trees, Rand is seeking support for self-initiated research.

--Reported by Martha Philips

(27 participants)

EDUCATIONAL STAFF SEMINAR REPORT

"PLATO IV"

(Programmed Logic for Automatic Teaching Operations, Fourth Generation)

June 6, 1973

The program began with opening remarks by Dr. Guyford Stever, Director of the National Science Foundation. Dr. Stever gave an overview of the Foundation's activities in the field of education and explained that DOD was the original pioneer in the development of computer-assisted instructional systems. NSF's involvement with CAI began with and has largely remained centered around the Foundation's support of the University of Illinois' CAI system, PLATO (Programmed Logic for Automatic Teaching Operations).

Dr. Don Bitzer, Director of the PLATO project, narrated the film "The Promise of PLATO". He explained that the project began in 1959 with the objective of demonstrating that increased demands for high quality mass education could be met by the use of computer technology. A key measure of PLATO's success would be the provision of individualized instruction at a reasonable cost.

Bitzer outlined the components of PLATO: for hardware it uses a single super-computer system, a pair of DCD 6500's; its software is comprised of sophisticated computer programs, including a programming language called TUTOR; and courseware, or instructional programs developed by the teachers using the system.

PLATO terminals are connected to the computer using telephone lines and the system is available for use around the clock. One of the most recent developments in the PLATO system is the plasma display panel console. Under computer control character codes can be used to simulate moving figures on this new screen and prerecorded slides, color microfiche included, can be displayed on it. In addition, the plasma panel, unlike standard panels, has audio and touch input. This new audio feature is expected to be extremely useful in teaching reading and languages. Plasma panels were available for ESS participants to use and carried clear, sharp images.

As to the operational status of PLATO, Bitzer noted that 200 terminals (mostly around Urbana, Illinois) were currently in use; he expects to have 500 activated by early 1974. PLATO has a large library of lessons--2000 pieces of indexed material. Bitzer emphasized that the system is still running under pilot test conditions and that the courseware in particular is still in the experimental stage. NSF is funding a large-scale, long-term evaluation of PLATO in its many different operational settings.

PLATO is intended as an adjunct to, rather than a replacement for, teacher-provided instruction. It was first programmed to offer drill and practice in arithmetic, spelling and reading and this is now its primary use in grades 1-6. But the system has been expanded to provide university-level courses, such as Qualitative Organic Chemistry, Advanced Genetics and Mathematics. Courseware is also available for such other curriculum areas as accounting and library science.

Bitzer stated that preliminary evaluative findings indicate that college students using PLATO liked the system, progressed faster than their peers in control groups and wanted to see its use expanded to more of their courses. Under contract with the Educational Testing Service, an evaluation of the performance of students using PLATO will be conducted. The $1 million study also will review cost and performance characteristics of the system.

The current cost of PLATO is high--the student console units alone run $5000 apiece. Features like audio capability increase that price tag. While Bitzer is hopeful that PLATO will be able to provide service at a much more reasonable rate in the future, he was hesitant to speculate when that might be.

The educational benefits of PLATO were obvious in the practice sessions which followed Bitzer's formal remarks. PLATO is equipped with a wide range of topics and can accommodate students at different grade levels and different levels of ability. The subject material is programmed with a personal interplay--a sense of humor--between the student and the computer so that a mistake elicits a "you goofed!" on the screen or a correct answer a "very good".

Cost problems aside, the conclusion drawn by most ESS'ers was that if PLATO is to succeed on a nationwide basis, major reforms in the educational system will be necessary--teacher training, curriculum development, the financing of schools will all have to be adjusted to accommodate CAI.

--Reported by Judith A. Pitney
(47 participants)

THE GEORGE WASHINGTON UNIVERSITY INSTITUTE FOR EDUCATIONAL LEADERSHIP
EDUCATIONAL STAFF SEMINAR
SUITE 620 / 2000 L STREET, NORTHWEST / WASHINGTON, D. C. 20036 / (202) 293-3166

DESCRIPTION OF ESS

The Educational Staff Seminar is a professional development program designed for staff members employed by the Executive and Legislative branches of the Federal Government in the field of education. The goals of ESS are to provide an open forum in which participants can improve their professional capabilities and personal fulfillment on the job by:

a) being exposed to new ideas and perspectives;

b) increasing their knowledge of particular subjects and their understanding of how things actually operate in the field, and who is operating them;

c) meeting with other professionals involved in the legislative and policy formulation processes, but in other than a work environment so that personal relationships can be established and enhanced.

ESS supplements the Washington work experience with a variety of in-service training seminars and in-the-field personal observations. Emphasis in these voluntary and supplementary learning experiences is upon developing broad educational understanding and perspective and a wide exposure to current educational problems. ESS advocates no particular educational policies, nor does it take positions on pending legislative controversies.

Stated another way, ESS provides educational experiences to help overcome the gap discussed by John W. Gardner in Self-Renewal:

> "As organizations (and societies) become larger and more complex, the men at the top (whether managers or analysts) depend less and less on firsthand experience, more and more on heavily "processed" data. Before reaching them, the raw data--what actually goes on "out there"-- have been sampled, screened, condensed, compiled, coded, expressed in statistical form, spun into generalizations and crystallized into recommendations.
>
> "It is characteristic of the information processing system that it systematically filters out certain kinds of data so that these never reach the men who depend on the system..... It filters out all sensory impressions not readily expressed in words and numbers. It filters out emotion, feeling, sentiment, mood and almost all of the irrational nuances of human situations. It filters out those intuitive judgements that are just below the level of consciousness.
>
> "So that the picture of reality that sifts to the top of our great organizations and our society is sometimes a dangerous mismatch with the real world.....

> "That is why every top executive and every analyst sitting at the center of a communications network should periodically emerge from his world of abstractions and take a long unflinching look at unprocessed reality."

ESS's goal, in short, is to enable its participants to be generally more effective in their professional staff duties and of greater service to the Congress and the Executive Branch in the development and enactment of sound educational policies.

SUMMARY OF ESS ACTIVITIES IN FISCAL YEAR 1973

4 - one-day site visits or field trips

12 - multiple-day field trips, domestic

2 - overseas field trips (U.S.S.R. and Japan)

6 - all-day seminars

7 - discussions, demonstrations, films

28 - dinner (or lunch) discussion meetings with speakers

4 - Executive Policy Seminars, chaired by the Assistant Secretary for Education (HEW)

2 - meetings of Federal Interagency Committee on Education

65 PROGRAMS conducted for over 1,800 ESS participants

PARTICIPANTS

ESS participants are varied in their political affiliations and persuasions; they are Republicans, Democrats, and independents. The major criterion for participation in ESS activities is occupational: the individual must perform in a Federal Professional staff role involving the development or implementation of Federal policy in the field of education. Hence, ESS activities typically bring together Federal aides from four areas:

> Congressional: Majority and minority counsels and professional staff members of the Senate Committee on Labor and Public Welfare, the House Committee on Education and Labor, the House and Senate Committees on Appropriations; as well as legislative assistants to Members of the House and Senate who serve on the Congressional committees on education. In addition, professional staff of the Congressional Research Service, and the General Accounting Office.
>
> Executive Offices: Professionals from the Office of Management and Budget (Human Resources Programs Division, Office of Legislative Reference, Office of Program Coordination, Federal Executive Board Secretariat) and special assistants to the President.

Departments: The Secretary and Assistant Secretaries of HEW, Commissioner of Education, Director of the National Institute of Education, Deputy Assistant Secretaries for program planning and evaluation, legislation, budget, research, and intra-departmental educational affairs. In addition, senior program specialists, public information officers, special assistants to bureau chiefs, etc.

Agencies: Professional staff members of other Federal education agencies: National Science Foundation, Office of Economic Opportunity, National Endowment for the Humanities, Smithsonian Institution, etc.

OPERATIONS

ESS activities generally take the form of either dinner-discussion meetings with prominent personalities in the field of education or site visits to notable educational programs.

Travelling seminars typically consist of 15-25 senior, bipartisan staff members from Congress and the Executive departments whose primary responsibilities are for the development and implementation of Federal educational policy. Dinner meetings serve a wider spectrum of educational staff personnel drawn from Capitol Hill and various Federal agencies.

The general format of ESS activities is as follows:

A. ESS participants obtain the written approval and/or encouragement of their congressional or agency principals (ESS has been endorsed by Senators and Representatives of both political parties, as well as Executive Branch agency heads.

B. ESS participants suggest an agenda of educational topics (e.g. "preschool," "disadvantaged," "educational technology"). The ESS project staff (in cooperation with an outside consultant-expert in the particular topic or locale) then plans the visit to worthwhile educational programs and makes the logistical arrangements.

C. The group travels together, sometimes under the leadership of the outside consultant, in short trips from Washington to educational projects. (Eight-ten trips during the course of a calendar year are planned in accordance with the congressional workload and the budgetary cycle.) In the field, ESS participants discuss educational operations with persons they would not normally meet in Washington (e.g. classroom teachers, community leaders, administrators, researchers, students, parents, etc.

SPONSORSHIP AND CONTROL

Educational Staff Seminar began in February, 1969. One of a series of leadership development programs of The George Washington University's Institute for Educational Leadership, ESS is funded by a grant to the Institute from The Ford Foundation and by a contract for partial reimbursement of training expenses from the Department of Health, Education, and Welfare and the U.S. General Accounting Office. An evaluation of ESS, conducted by the U.S. Office of Education, is available from ESS. A Steering Committee composed of participants representing various agency affiliations gives advice and counsel to the program.

ESS's Director is Dr. Samuel Halperin, formerly a college professor of political science, Assistant U.S. Commissioner of Education for Legislation, and Deputy Assistant Secretary of Health, Education, and Welfare. Assistant Director Sharon Enright has worked in the Congressional Research Service of the Library of Congress and has taught in D.C. and California public schools.

--January 1974

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PROGRAMS IN 1973

170) January 10-12 : Field Trip: Educational Technology Experiment-Communications Satellite of the Federation of Rocky Mountain States; The Education Commission of the States, Denver

171) January 17 : Dinner/Discussion Meeting: Field Trip: Education in the U.S.S.R., November 16-30, 1972, with observations and a recap by trip participants

172) January 22 : Dinner/Discussion Meeting: "Some Alternative Roles for the Federal Government in School Finance Reform," with H. Reed Saunders, Director, Task Force on School Finance, Department of Health, Education and Welfare

173) January 24 : Seminar: "The Federal Role in the Education of Handicapped Children," including visits to the Kendall School for Deaf Children and the Model Secondary School for the Deaf, Gallaudet College; meetings with Jasper Harvey, Director of Special Education, University of Texas; John Melcher, Director, Bureau of Handicapped Children, State of Wisconsin; and Jerry Davis, Associate Superintendent of Schools, Baltimore County, Maryland (Part IV of a series)

174) January 30 : Dinner/Discussion Meeting: "Schools Do Make a Difference," with James W. Guthrie, School of Education, University of California, Berkeley

175) February 15-16 : Field Trip: The Fashion Institute of Technology; College for Human Services, New York City

176) February 20 : Film Preview: "WattStax," documentary film of Watts Seventh Annual Festival, Los Angeles

177) February 23 : Luncheon/Discussion Meeting: "The Freedom To Learn," with Carl R. Rogers, Center for Studies of the Person

178) February 25-28 : Field Trip: Annual Meeting of the American Educational Research Association, New Orleans (invitations and panels arranged for ESS participants)

179) March 8 : Dinner/Discussion Meeting: Reports of a Field Trip: Education in Japan, December 3-20, 1972, with observations and a recap by trip participants

180) March 9 : Conference: "Fraud in the Schools: Court Challenge to Accountability," with presentations by Haskell C. Freedman, Judge of Probate Court, East Cambridge, Massachusetts; Thomas F. Green, Director, Educational Policy Research Center, Syracuse, New York; Harry Hogan, Director, Government Relations, The Catholic University of America; Susanne Martinez, attorney for the plaintiff, Youth Law Center, San Francisco, California; and Frederick McDonald, Director, Division of Educational Studies, Educational Testing Service, Princeton, New Jersey (co-sponsored with Educational Policy Research Center, Syracuse University Research Corporation, Syracuse, New York and the Lawyers Committee for Civil Rights Under Law)

181) March 15 : Dinner/Discussion Meeting: "State Legislatures: Are They Capable of Governing?", with Alan Rosenthal, Professor of Political Science, Rutgers University, and Director, Center for State Legislative Research and Service, Eagleton Institute of Politics, Rutgers University

182) March 22 : Luncheon/Discussion Meeting: "Education of Gifted and Talented Children," with Dan Bitan, Director, Department for Gifted Children, Ministry of Education and Culture, State of Israel, Jerusalem

183) March 22 : Dinner/Discussion Meeting: "Federal Categorical Programs: Large, Medium, or Small?", with Wilbur J. Cohen, Dean, School of Education, University of Michigan, Ann Arbor

184) March 26 : Dinner/Discussion Meeting: "Alternative Strategies for the Federal Government: Some Choices in the FY 1974 Budget," with Alice M. Rivlin, Senior Fellow, The Brookings Institution

185) April 4-6 : Field Trip: Three Chicano Communities in Ventura and Los Angeles Counties, California: visits to migrant programs, schools, community centers, public services; meetings with parents and community leaders, etc.

186) April 9-13 : University of Massachusetts (Amherst) Spring Educational Marathon: "Educational Alternatives," including workshops, lectures, seminars, films, demonstration projects (invitations arranged for ESS)

187) April 10 : Dinner/Discussion Meeting: "Work in America," a report on the HEW Task Force Report, with James O'Toole, Director of the APEX Workshop on Work, Education and the Quality of Life, the Aspen Institute and former Chairman of the HEW Task Force on Work in America; Harold Wool, economist, National Planning Association; Byron Calame, labor writer, Wall Street Journal

188) April 11-13 : Field Trip: Oklahoma State Tech, Okmulgee

189) April 16 : Luncheon/Discussion Meeting: "Inequality: What Does It Really Say? What Are Its Policy Implications?", with Christopher S. Jencks, Harvard Graduate School of Education and Center for the Study of Public Policy, Cambridge, and principal author, Inequality

190) April 17 : Dinner/Discussion Meeting: "Prison: Rehabilitation or Revenge?", with Eddie Harrison, author, No Time For Dying

191) April 18 : Luncheon/Discussion Meeting: "Recent Trends Toward State Programming in Early Childhood," with Milton E. Akers, Director, Office of Early Childhood Development, State of Florida

192) April 24 : Dinner/Discussion Meeting: "White Governance and Black Political Power in Gary, Indiana," with Jessie Bell, Rockefeller Foundation Fellow (former City Controller of Gary), George Crile, former reporter, Gary Post-Tribune, Jim Gibson, Potomac Institute (former consultant to Mayor Richard Hatcher)

193) April 26 : Demonstration: Project S.E.E.D. (Special Elementary Education for the Disadvantaged), with William Johntz, Project Director, at the Smithsonian Institution

194) May 2 : Dinner/Discussion Meeting: "The Worker Renewal Strategy," with Herbert Striner, author, *Continuing Education as a National Capital Investment*, Charles Holt, economist, The Urban Institute, Dave O'Neill, Director of Human Resources, American Enterprise Institute for Public Policy Research (Part II of a series)

195) May 10-11 : Field Trip: Education of the Handicapped in DeKalb County, Georgia

196) May 15 : Dinner/Discussion Meeting: "The Promise of Cable Television," with Theodora Sklover, Open Channel, New York City (co-sponsored with House Select Subcommittee on Education, and guests)

197) May 17 : Dinner/Discussion Meeting: "Education of Gifted, Talented and Creative Children," with James Gallagher, Director, Frank Porter Graham Child Development Center, Chapel Hill, North Carolina

198) May 17-18 : Field Trip: Center for Vocational-Technical Education, Columbus, Ohio; Springfield and Clark County Joint Vocational School; Clark Technical College

199) May 23-25 : Field Trip: "Synanon: A Social Experiment," visits to four Synanon centers in San Francisco, Oakland, and Marshall, California (with Federal drug abuse prevention and rehabilitation officials)

200) June 6 : Demonstration and Discussion: PLATO IV (Programmed Logic for Automatic Teaching Operations, Fourth Generation) (a joint meeting with the Federal Interagency Committee on Education (FICE))

201) June 7-8 : Field Trip: Programs for Gifted and Exceptional Children in Philadelphia: visits to the Parkway and Spark programs and to the Hahnemann Medical College and Hospital

202) June 8 : Lecture/Demonstration: Moshe Feldenkrais, author, Body and Mature Behavior and Awareness Through Movement (co-sponsored with Bureau of Education for the Handicapped, USOE)

203) June 28 : Dinner/Discussion Meeting: "How Should We Pay For Our Schools?", with Drs. Robert D. Reischauer and Robert W. Hartman, authors, Reforming School Finance (Brookings 1973)

204) July 26 : Dinner/Discussion Meeting: "Women in Education," with Elizabeth Koontz, former Director, Women's Bureau, U.S. Department of Labor

205) August 8-10 : Field Trip: Educational Research: R & D and Evaluation Projects at The Rand Corporation (Santa Monica) and the Southwest Regional Laboratory for Educational Research and Development (Los Alamitos)

206) August 13-14 : Field Trip: Occupational Education in Oklahoma - a visit to Oklahoma State Tech, Okmulgee

207) August 21-24 : Field Trip: Deinstitutionalization of the Mentally Retarded in Washington State

208) September 10 : Afternoon discussion session to recap and evaluate the Washington State field trip

209) September 12 : Dinner/Discussion Meeting: "The Role of Foundations in the Improvement of American Education," with Harold Howe II, Vice President for Education and Research, The Ford Foundation

210) September 13-14 : Field Trip: American College Testing Program, Iowa City

211) September 24 : Dinner/Discussion Meeting: "The New Federalism: Decentralization, Federal-State Relations, and the Federal Role," with the Honorable Frank C. Carlucci, Under Secretary, Department of Health, Education and Welfare

212) October 3 : Dinner/Discussion Meeting: "Discretionary Funds: Can They Really Foster Innovation?", with Jerome T. Murphy, Cambridge

213) October 5 : Luncheon/Discussion Meeting: "Policy Analysis in Postsecondary Education" (for House and Senate Committee staffs)

214) October 9 : Seminar: "Teacher Supply and Demand," with Stephen Carroll, economist, Domestic Division, The Rand Corporation

215) October 9 : Dinner/Discussion Meeting: "Priorities for Action: Final Report of the Carnegie Commission on Higher Education," with Clark Kerr, Chairman, Carnegie Commission on Higher Education

216) October 16 : Dinner/Discussion and Briefing Meeting: "Education in the State of Israel"

217) October 18-19 : Field Trip: Four predominantly Black institutions of higher education: Utica Junior College (two-year, technically oriented), Alcorn A&M (land-grant and State-supported university), Jackson State College (metropolitan, State-supported), Tougaloo College (an historic private college), Mississippi

218) October 25 : Luncheon/Discussion Meeting: The Rt. Hon. Joseph Grimond, Rector, Aberdeen University, and Chancellor, University of Kent, England (with Members of the House of Representatives' Committee on Education and Labor)

219) October 30 : Meeting: "The Congress and Educational Policy," with the Honorable Marvin L. Esch (Republican, Second District of Michigan)

220) November 2 : Afternoon Briefing Meeting: "The Current Israeli Scene," with Moshe Maoz, Chairman, African and Asian Studies and Director, Center for Study of Palestinian Arabs, Hebrew University of Jerusalem

221) November 7-9 : Field Trip: Education in the Minneapolis Area, including Technical Vocational Program for Deaf Students, St. Paul; Youth Development Project; Roseville Alternative Project; Right to Read, Phase I School; preschool, nutrition, and special education programs; ESEA Titles I and III programs; desegregation/integration programs

222) November 13 : Dinner/Discussion Meeting: "Do Americans Really Like Children?", with Kenneth Keniston, Chairman and Director, Joan Costello, Co-Director, Carnegie Council on Children

223) November 14-30: Field Trip: "Education in the State of Israel," including visits to various ministries and a range of educational institutions from preschool to graduate studies

224) November 15 : Dinner/Discussion Meeting: "After Conviction: Education in Our Correctional Institutions", with Linda R. Singer, co-author, After Conviction

225) November 27-30: Field Trip: "Graduate and Professional Education: New Options for Federal Action?", visits to Washington and Stanford Universities

226) December 3 : Workshop: "Issues of Accountability, Testing and the Distribution of Federal Funds," with W. James Popham, University of California at Los Angeles; Stan Ahmann, and Jack Schmidt, National Assessment Study - Education Commission of the States; James Guthrie, Associate Professor, School of Education, University of California, Berkeley; Robert Goettel and Joel Berke, Educational Finance and Governance Program, Syracuse University Research Corporation; Michael Timpane, Senior Fellow and Robert Reischauer, Research Associate, The Brookings Institution

227) December 13 : Dinner/Discussion Meeting: "The Financing of Nontraditional Educational Institutions: Public Libraries," with Rodney Lane, Senior Program Officer, Government Systems and Studies, Inc.

228) December 15-16: Workshop: "Arica Institute and New Forms of Personal and Educational Growth"

229) December 19-21: Field Trip: Synanon: A Social Experiment - visits to Oakland and Marshall, California facilities

230) December 27 : Afternoon Briefing Meeting: "Education in the United Kingdom," with John Coope, Assistant Educational Attache, Embassy of Great Britain

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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

FEB 6 1973

Dr. Samuel Halperin
Director
Educational Staff Seminar
Room 620
2000 L Street, N.W.
Washington, D.C. 20036

Dear Sam:

I would like to give you a preliminary report on the evaluation of the Educational Staff Seminar program and its activities which my office carried out during the latter part of 1972. I hope we will be able to follow up this brief report on the highlights with a fuller and more formal treatment of the data later.

The evaluation is based upon responses to a questionnaire developed by my staff and mailed to 426 persons currently and formerly in government service who had participated in two or more ESS programs. Two hundred and fifty-six questionnaires were returned--a 60 percent response rate--which is substantially above average for mailed questionnaires. The breakdown of response rate by organization is given below:

	Number of Questionnaires		
Organization	Sent	Returned	Percent
1. Congress	90	57	63.3
2. HEW	46	30	65.2
3. Office of Education	132	71	53.8
4. Office of Economic Opportunity	34	26	76.5
5. National Science Foundation	13	9	69.2
6. Office of Management and Budget	12	6	50.0
7. White House	6	4	66.7
8. Other Federal Agencies	28	18	64.3
9. ESS "Alumni" -- no longer in government	65	35	53.8
	426	256	60.1%

Method of Analysis

Three separate analyses were undertaken. The first categorized respondents by employing agency: 57 (20%) from the Congress, 71 (30%) from the Office of Education, and 128 (50%) from other Federal agencies. (See pages 1-5 of the attached computer printout.)

In the second analysis, the responses were broken down by the grade level of the respondent: 145 (59%) senior-level, 83 (33%) middle-level, 19 (8%) junior-level. (See pages 6-10 of the attached computer printout.)

A third analysis categorized respondents by their overall rating of ESS: 121 (48%) rated it "extraordinary, worthwhile and effective"; 107 (42%) found it "useful and interesting"; 17 (7%) found it "occasionally worthwhile"; 9 (3%) rated it less satisfactorily or offered no evaluation. (This analysis is on pages 11-15, attached.)

Highlights of Findings

The central finding of the survey is that the large majority of those who responded to the questionnaire reported highly favorable attitudes toward ESS and find it provides highly useful and valuable experiences for their various education-related responsibilities.

--Asked to characterize ESS, 48% found it "extraordinary, worthwhile, effective"; 42% "useful and interesting"; only 7% found it either "occasionally worthwhile" or without much value.

--Asked to evaluate ESS' contribution to improved communications between the Congressional and Executive staffs in education, 25% rated ESS "extremely well"; 57% "well or better than other mechanisms"; 7% "inadequately."

--Asked to evaluate ESS' ability to provide "useful contacts in the field," 38% chose "extremely well"; 45% "well or better than other mechanisms"; 4% inadequately.

--Asked to rate ESS' contribution to "your knowledge and understanding of educational issues and problems," 39% chose "very valuable"; 55% "useful supplement to other learning opportunities; 3% "not very valuable."

With respect to satisfaction with ESS program formats, the major findings are:

--70 percent thought the frequency of ESS dinner/discussion meetings "about right"; 10% wished more and 3% fewer meetings.

--60 percent thought the size of dinner/discussion meetings "about right"; 22% wished smaller meetings, 5% larger meetings.

--Asked whether ESS should become a larger or smaller group, 65% felt it should "continue along its present lines"; 21% wish it to become "a smaller, more senior policy-level group"; 8% wish it to become "a larger, general attendance group.

Analysis No. 1: Response by Employing Agency

There were some marked differences in response to certain questions, depending on whether the respondent worked for the Congress, for USOE, or for other organizations.

--Number of invitations received: USOE staff desired more (54%), while Congressional staff thought the number was about right (56%).

--Invitational policy: Most of the Congressional staff received direct invitations (86%), as did all other groups except USOE (67%). In USOE, only 35% were directly invited (pursuant to an invitations policy established by USOE for its own staff).

--Effectiveness of programs: Answers to four questions (No. 10, 11, 12 and 18) concerning the effectiveness of the ESS program were highly favorable--90% or better--regardless of employing organization.

--Responses to three questions (No. 13, 14, 15) concerning the ESS format reflected a general satisfaction with the existing format.

--A large portion of the USOE staff (45%) registered a desire to modify or broaden the existing invitational policy.

Analysis No. 2: Response by Grade Level

There were some interesting differences in the responses categorized by the grade level of the respondent.

--Only 25% of senior people desired more invitations, compared to 49% of the middle level and 89% of junior level people.

--72% of senior level people are invited directly, compared to 51% of middle level and only 26% of the junior level.

--As in Analysis No. 1, respondents were very favorable towards ESS, regardless of level, (as shown in Questions 10, 11, 12, and 18). They approved the existing format at all levels, (as shown in Questions 13, 14, and 15).

--Both middle and junior level felt that invitational policies should be modified or broadened (47% and 50%, respectively).

Analysis No. 3. Response by Level of Satisfaction with ESS

This analysis attempted to differentiate details of the response based on Question 12 as a control. However, since all but 29 of the 256 responses viewed ESS rather favorably, the results here cannot be considered too significant.

Summary of Findings

It is clear that the majority of respondents strongly approve of the way Educational Staff Seminar is now operating and rate its activities as highly valuable. This conclusion is the same for many categories of respondents, as indicated in the three separate analyses.

The most common criticism of the ESS effort is that many--particularly in USOE--are dissatisfied with present invitational policies. Clearly, and understandably, many people feel they have missed opportunities to participate in ESS activities.

The computer analysis printouts are self-explanatory. We hope that persons interested in the ESS program will find this evaluation useful.

Sincerely,

John W. Evans
Assistant Commissioner, Office of
Planning, Budgeting, and Evaluation

Enclosure

A COMPLETED QUESTIONNAIRE ON ESS, BASED ON 256 RESPONSES
(expressed in percentages except Question #1)

1. Do you work for:

(1) 57 Congress.
(2) 30 HEW.
(3) 71 Office of Education.
(4) 26 Office of Economic Opportunity.
(5) 9 National Science Foundation.
(6) 6 Office of Management and Budget.
(7) 4 White House.
(8) 18 Other:
(9) 35 I formerly participated in ESS programs but no longer work for the Federal Government or am no longer in Washington.

2. Which best describes the position you hold?

(1) 57.7 Senior level policy or program position (GS-15 or above, or Congressional equivalent).
(2) 32.8 Middle level (GS-12-14).
(3) 7.5 Junior position (GS-11 or below).
(4) 2.0 Don't know.

3. From the enclosed chronology of ESS programs, how do you feel about the number of events you've been invited to?

(1) 14.7 I've been invited to more events than I care to attend.
(2) 45.2 I've been invited to about the right number of events considering my interests and responsibilities.
(3) 38.1 I wish I had been invited to more events.
(4) 2.0 No opinion.

4. How do you generally get invited to ESS activities?

(1) 62.2 I am invited directly by ESS.
(2) 11.4 My superior invites me to attend.
(3) 14.6 My superior circulates the ESS invitations and I attend when I am able or interested.
(4) 8.7 I hear about ESS by word of mouth and try to get myself invited when interested.
(5) 3.1 Other. (Please specify:

5. For approximately how long have you been attending (or did you attend) ESS functions?

(1) 41.6 Two years or more.
(2) 33.3 One to two years.
(3) 14.9 More than six months, but less than one year.
(4) 10.2 Less than six months.

6. Over this period, about how often have you attended ESS events?

(1) 5.9 More than one a month.
(2) 16.1 One a month.
(3) 26.4 One every other month.
(4) 51.6 Less frequently.

7. Have you attended any ESS events during the past six months?

(1) 72.4 Yes.
(2) 26.8 No.

8. If the answer to question 7 is "no": What is the main reason you haven't attended any events for the past six months?

(1) 30.7 Haven't been invited to meetings or trips of interest to me.
(2) 22.7 Just been too busy.
(3) 2.7 Haven't found previous events to be of much interest or value.
(4) 44.0 Other. (Specify:

9. If the ESS events have not been generally worthwhile, please indicate why not.

10. One of ESS' objectives is to further communications between the Congressional and Executive staffs which deal with education. How well do you think ESS activities have furthered such communications?

(1) 24.7 Extremely well.
(2) 57.4 Well or better than other mechanisms for this purpose.
(3) 7.2 Inadequately.
(4) 10.4 No opinion.

11. Another objective of ESS is to provide Washington-based staff with useful contacts in the field and some first-hand familiarity with actual educational programs. How well do you think ESS performs this function?

(1) 37.9 Extremely well.
(2) 44.7 Well or better than other mechanisms for this purpose.
(3) 4.0 Inadequately.
(4) 13.4 No opinion.

12. Which one of the following statements best characterizes your opinion of ESS?

(1) 47.6 ESS is an extraordinary, worthwhile and effective organization which provides a highly valuable service to Government people working in education.
(2) 42.1 ESS provides useful and interesting programs.
(3) 6.7 ESS provides occasionally worthwhile programs.
(4) 2.0 ESS provides a few interesting evenings and field trips but most of the material is already known or can be more easily obtained elsewhere.
(5) 1.6 No opinion.

13. How do you feel about the frequency of the dinner/discussion meetings?

(1) 9.6 There should be more meetings.
(2) 3.2 There should be fewer meetings.
(3) 69.7 The present frequency is about right.
(4) 17.5 No opinion.

14. How do you feel about the general size (i.e., number of people attending) at the dinner/discussion meetings?

(1) 4.9 The meetings should be larger so more people can attend.
(2) 21.9 The meetings should be smaller so there can be more discussion.
(3) 60.3 They are about right the way they are.
(4) 13.0 No opinion.

15. Should ESS

(1) 8.2 Move more in the direction of becoming a larger, general attendance group?
(2) 20.8 Move in the direction of a smaller, more senior policy-level group?
(3) 64.9 Continue along its present lines?
(4) 5.7 No opinion.

16. As you may know, ESS has summary reports made of most meetings, trips, and conferences. How often have you read or made use of these summary reports?

(1) 20.8 Frequently.
(2) 45.2 Occasionally.
(3) 30.4 Hardly ever.
(4) 3.6 No opinion.

17. In general, what is your opinion of the value of these summary reports to you?

(1) 10.9 Very useful.
(2) 49.0 Useful.
(3) 21.9 Not very useful.
(4) 4.9 Not useful to me, but I can see how they might be helpful to ____________

(5) 13.4 No opinion.